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CURRENT TRENDS IN EUROPEAN CRIME PREVENTION:

IMPLICATIONS FOR CANADA

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CURRENT TRENDS IN EUROPEAN CRIME PREVENTION: IMPLICATIONS FOR CANADA

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Department of Justice Canada

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THE AUTHOR

Born in 1944 at Hovingham in Yorkshire, England, Dr. Irvin Waller became a Canadian citizen in 1966. He completed his graduate studies at the University of Cambridge in England where he received a master's degree in economics in 1965 and a doctorate in law (criminology) in 1973.

Dr. Waller has occupied various research positions. He was an accredited teacher in the Faculty of Law at the University of Toronto from 1966 to 1974. He occupied the position of Director General of the Research and Statistics Section for the Ministry of the Solicitor General of Canada from 1974 to 1980. Since 1980, he has been teaching criminology at the University of Ottawa.

For the past few years, Dr. Waller has devoted his career to crime prevention and victimology. From 1982 to 1985 he was instrumental in having the General Assembly of the United Nations adopt the basic justice principles statement regarding victims of criminal acts and the abuse of power. In 1987, he was honoured by the World Mental Health Federation for his contribution to a public policy on the victims of criminal acts. That same year, he received an award from the National Organization for Victims Assistance of the United States.

He has been a spokesperson at several conferences on crime prevention in Australia, Belgium, France, the Netherlands and the United States. In order to write this report, he spent time in England, France and the Netherlands.

It is noteworthy to mention that Dr. Waller occupies the position of Vice-President of the World Society of Victimology and is a special advisor for the European-North-American Conference on Urban Safety and Crime Prevention, to be held in Montreal in October 1989.

In 1974, Dr. Irvin Waller published Men Released From Prison and in 1978, Burglary: Victims And The Public.

Preface

This report was written under a contract with the Department of Justice Canada and was submitted in February 1988.

I wish to thank all those who gave generously of their time and knowledge to assist in the preparation of this report. A list of key persons contacted is contained in Appendix A.

Special thanks to Dr. Barry Leighton, Senior Research Officer, Police Research Division, Police and Security Branch, Ministry of the Solicitor General of Canada, who provided support and encouragement throughout the project, particularly by editing the final report.

Executive Summary

The aim of this report is to review the current trends in European crime prevention. It examines significant trends in France, England and Wales, and The Netherlands, including national crime prevention councils, local crime prevention councils, and central crime prevention units. It analyses the recommendations of the Council of Europe's committee on crime problems as well as the conference of Regional and Local Authorities and the European Forum for Urban Security. Finally, it analyses the relevance of these trends for Canada, by identifying several options.

The report moves toward a national commitment to crime prevention for Canada with local inter-agency involvement, supported by measures to make it effective. This includes the creation of a national focus for crime prevention, involving justice, police, social services, employment, housing as well as the private and voluntary sectors. This national body would need to develop and disseminate information about approaches that are likely to be successful in preventing crime. It would need to stimulate local inter-agency cooperation.

The report is based on work on crime prevention in the three European countries and in Canada as well as contacts and reports listed in the appendices. An appendix also contains copies of key documents from the countries and the Council of Europe, many of which articulate a framework for a draft of a crime prevention policy for Canada.

Unacceptable levels of crime and fear have encouraged the recent development of crime prevention initiatives in Europe. France, England and The Netherlands have all developed significant crime prevention activities. While these involve the

police, a focus of their energy to promote crime prevention activities lies in some type of national council or committee, with significant funds to support their objectives as well as the structures to encourage other resources to modify their practices.

The French National Crime Prevention Council has stimulated more than 500 local city level crime prevention councils, which bring together local elected officials, municipal and local administrators, and representatives of a broad range of local organizations. With the guidance of a contract and the administrative skill of a senior city official, these analyze the local crime problem, review and realign present programmes to cope with crime, and propose new initiatives. These councils coordinate locally the many French programmes to prevent crime directly, such as through street workers or the police, as well as indirectly through urban renewal, or employment programmes.

England and Wales has a national committee to promote crime prevention as well as a policy and research crime prevention unit in the Home Office. It is spending significant sums of money, particularly through job creation, to reduce the situational opportunities for crime. It has a plethora of local groups involved in crime prevention, but has little of this coordinated in any targeted manner. It has plans to increase the extent to which its programmes target root causes, in part by forming a national organization with private sector funding.

The Netherlands has an inter-ministerial committee to encourage local crime prevention programmes and co-ordination between the police, prosecutors and the city administrators. Many of its projects are based on increasing the casual surveillance in areas of common crime.

The Council of Europe's Committee on Crime Problems has recommended a variety of ways to pursue crime prevention, including making a clear commitment to it in all ongoing programmes. It has recommended policy changes in relation to the family, schools, employment, and housing. It has also recommended establishing national crime prevention coordination and planning units and specific ways to reduce opportunities for crime on the local level.

The Council of Europe's Committee on Local and Regional Authorities has responded to a pressing need for cities to cope with the problems of common crimes and fear by organising two major conferences for mayors, local officials, urban planers, police, youth workers, drug specialists and others. These have encouraged many innovations both nationally and internationally, including a non-governmental organization devoted to crime prevention in urban areas, a University Institute to promote research and education on crime prevention and socio-economic policies, and a network of documentation centers to link decision makers to information. The European Forum on Urban Security is encouraging the involvement of cities in local crime prevention, particularly through approaches that involve inter-agency cooperation. It is proposing a European-North American conference to exchange experience on urban crime prevention.

The crime problems in Europe seem to have many aspects in common with crime in our urban areas, though there is apparently less violence. The causes of crime lie outside the competence of the police, courts and corrections, and apparently within the competence of social, educational and economic policies. Despite massive improvements in all these activities, crime has risen in the last twenty five years.

Knowledge about crime and what can prevent it as well as inter-agency cooperation and commitment at the local level to use this knowledge seem to be needed urgently. In Canada, this could be achieved by a national commitment to crime prevention, making crime prevention a partner in criminal policy, establishing a national crime prevention council, and providing significant funding (perhaps a small percentage reallocation of current expenditures on criminal justice and social programmes). This would need to be matched by making inter-agency crime prevention happen locally, establishing urban crime prevention councils, negotiating crime prevention contracts, stimulating model projects, and holding conferences. For this crime prevention to be effective, it would need to be supported by education, training and exchanges, research and development, a documentary resource centre, as well as a developing role for the police as catalyst.

CHAPTER 1: INTRODUCTION

Despite the general improvement in the quality of life of Canadians, the prevalence of street and residential crime has been increasing. According to police statistics, in the last twenty five years, crime rates for offenses such as assault, burglary, robbery, and sexual assault have more than doubled. Even independent government surveys suggest increases (Statistics Canada, 1983, 1987) As well, the Canada Urban Victimization Survey reported that, in urban areas, 56% of women and 89% of the elderly felt unsafe walking alone in their neighbourhood after dark (Solicitor General, 1983c).

The typical response to this rising crime has been limited to more "cops, courts and corrections." From 1962 to 1980, the number of police officers in Canada doubled and more prison capacity was built than in the whole of Canadian history (Justice, 1982:116). Yet the crime rates grew continuously. The reasons for the limited ability of these increased resources to contain let alone reduce crime have been demonstrated in extensive experiments. For instance, the "Kansas City Police Patrol" experiment showed that increasing "preventive" police patrol did not have any major influence on street and residential crime or on fear (Kelling et al., 1974). Studies have shown the small proportion of these crimes that result in a conviction (Justice, 1982:90). Similarly, study after study of correctional treatment programmes in Canada suggests that their impact on recidivism is limited (Waller, 1974).

The last 25 years have witnessed three major shifts in Canada towards making social and defensive crime prevention a partner in criminal policy, which previously had been based exclusively on law enforcement and punishment. In the first major shift, a new approach to crimes committed by juveniles saw

the introduction of the Young Offenders Act with a substantial funding programme of alternatives to incarceration. This was heralded as a way of holding juveniles accountable while trying to prevent their re-involvement in offenses in the future. It is too early to make any assessment of the impact of these new policies on adult crime, or even on juvenile crime.

The second shift saw police departments taking responsibility for prevention. Initially the police produced leaflets that recorded common sense activities to be taken to prevent crime. Then crime prevention weeks were added to "law days" and "police week" in efforts to promote crime prevention. Then the police established neighbourhood watch, block parents and crime stoppers, as they focussed on getting more cooperation between citizens and the police. While some crimes have gone down in the short term in some areas, there is no apparent effect of these activities on crime levels (see Rosenbaum, 1986).

Third, in the mid 1970s Canada introduced a gun control programme designed to reduce the opportunity for Canadians to misuse guns, particularly for criminal offenses. There have been significant reductions in gun related crimes and possibly hundreds of murders may have been prevented.

In the USA, the attempts to stem the tide of rising crime have failed dramatically, although efforts to cope with its effects have lead to impressive programmes to assist the victims. In the late 1960s, the US Federal government took the step to establish the Law Enforcement Administration Agency, which transferred significant federal tax money to the States to improve crime control. Some tentative steps were made to try to prevent crime through reducing opportunities. Despite the extensive infusions of money, increases in police, private security and dramatic increases in prison use, crime,

particularly violent crime, has continued its inexorable rise. Nonetheless, the USA is the home of the most demonstrably successful crime prevention project ever - the Seattle Community Crime Prevention Program - a project inspired by a municipal administration rather than criminal justice. After rigorous evaluation, it was shown to have reduced residential burglary by approximately fifty per cent within one year and continued these reductions in the high burglary rate areas where the programme was implemented (Waller, 1985; Rosenbaum, 1986). Unfortunately the replications under the trade mark of Neighbourhood Watch have not been so successful. Their lack of success may be because they did not follow the same procedures, possibly because they did not involve municipalities.

In sum, while crime levels may have been contained in North America, criminal policy has not been successful in reducing crime. This story seems to be true for many other industrialised countries (Justice, 1982). However, recently some of the European countries have begun a significantly new approach to reducing crime: cities and local communities have started to coordinate and implement programs to reduce crime and fear by involving the wide range of administrations and the private organizations that influence schooling, youth employment, recreation, housing and urban design.

In Part A, this report will describe recent developments in France, England and the Netherlands. In Part B, it will summarize the consensus on approaches to the reduction to crime and fear now being developed within the Council of Europe Committee on Crime Problems as well as the Standing Conference of Local and Regional Authorities of Europe - Committee on Environment and Town Planning. In Part C, it will briefly identify differences between Europe and Canada, before discussing the options that recent European experience in crime prevention

implies for effective policy to reduce crime and its fear in Canada.

This report is based on (i) notes and files collected while working on crime prevention issues in these countries in 1986 and 1987, (ii) recent contacts with the persons listed in Appendix A, and (iii) the reports listed in Appendix B.

Appendix C includes selected key documents from France, England, and the Council of Europe. These documents highlight major policy statements or related material for each of the countries discussed and for the recommendations from both the crime and local authorities sections of the Council of Europe.

PART A. NATIONAL TRENDS IN CRIME PREVENTION

This section will describe the trends in crime prevention in three European countries - France, England and Wales, and The Netherlands. Each chapter introduces the recent history and details of crime prevention activities by giving some brief background on criminal policy in the countries. The countries were chosen because of their recent innovations in approaches to crime prevention. While specific projects would not necessarily be applicable or better than those in Canada, the organizational structures and policy appear focussed on the causes of crime and so likely to reduce crime and fear. France has an extensive local crime prevention committee network, bringing together housing, social services, schools, police and many others to tackle crime. England and Wales has a central government unit on crime prevention with an inter-ministerial committee co-ordinating many millions of pounds to prevent crime. The Netherlands has developed an extensive policy statement on crime that includes a significant initiative to promote urban crime prevention.

CHAPTER 2: FRANCE

Introduction

France has responded to increasing crime rates and growing public disillusionment with criminal justice with more police and more prison use, but also by making inter-agency crime prevention a permanent part of national and local ways of coping with crime.

There are several salient characteristics of crime prevention in France. First, the central government established a national crime prevention council, bringing together the ministries and private organizations under the chairmanship of the Prime Minister. Second, this council focusses on the reduction of opportunities to commit crime and on crime prevention through social development. This, in turn, stimulated 500 city and regional crime prevention councils to respond to the problem of crime. These councils bring together local elected officials, regional offices of ministries such as housing, education, employment and justice, as well as representatives of private organizations concerned with issues such as youth, drugs and prison reform. With the assistance of an executive secretary, such as the clerk to the city, they discuss collegially the nature of the crime problem as well as their present responses and then implement appropriate new initiatives.

Background

France is a country of 54 million with a property crime rate similar to Canada but with less recorded violence. It has marginally fewer persons per capita in prison than England or Canada, while it has about three times that for the Netherlands (Justice, 1982). Until very recently both the crime rate and the use of prison were growing. Its police, legal, judicial and

correctional systems are centralised as are most other functions of government. Although there are "departements", these are just the regional divisions of the central government. The ratio of population to police is lower in France than in Canada, thus providing more concentrated policing. As well, police are organized in two Ministries: the urban police are controlled by the Ministry of the Interior while police with responsibility for areas outside cities are controlled by the Ministry of Defence. While there is an independent legal profession, most of criminal justice is dominated by "magistrats" who are recruited from university students, trained in a national school, and promoted through a career of being prosecutors or judicial decision makers. The corrections system has less staff per capita than Canada and is generally less developed.

The French police are not major actors in crime prevention. For instance, there are rarely police coordinators of crime prevention as is found in Canada.

By contrast with the police, there is an extensive involvement in crime prevention through detached street workers - estimated at more than 6,000 - and street programmes financed and organized through the central Ministry of Social Affairs.

The development of crime prevention as a partner in criminal policy is associated with a view that prevention and "repression" - a French term used to refer to enforcement of the law by the police and sentencing, particularly to prison, by the courts - are not in opposition, but are complimentary. As well, prevention and reparation have become themes in the attempts to renew crime policy. The crime prevention councils have become the focus for renewal of local criminal justice with many community service orders, mediation and victim support projects being stimulated and implemented through the councils. The

French approach has also been influenced by a general government trend towards decentralization and inter-agency cooperation.

Preyrefitte Commission and the National Council on Prevention of Violence

Prior to the 1980s, crime prevention in France was stimulated by the establishment of the Peyrefitte Commission in 1976. In response to apparent public concern with violent crime, a commission was established to investigate violence, crime and delinquency. The commission was composed of a small elite group of high profile individuals, who used the knowledge of experts to analyze the problems of crime in France and make recommendations for action. This commission was similar in function to the U.S. Presidential commissions on crime and violence in the 1960s. Indeed, because France had little research on crime to draw upon, much of the analysis of the crime problem is influenced by American research. This commission pointed to the problems of both socio-economic disintegration, particularly in public housing areas in cities, as well as to the need for better building design. It also saw violence as a product of negative life experiences that might be tackled by treatment rather than punishment.

The Preyrefitte Commission was chaired by a professor who went on to become the Minister of Justice and who was subsequently able to assist in implementing the commission's report. Implementation was accomplished by establishing a National Council on the Prevention of Violence, which sent directives to "Departemental" councils with similar responsibilities. Unfortunately, this National Council was not successful in stimulating many changes in local action. National decrees were not enough to bring about the major innovations that were needed at the local level.

The Commission of Mayors

Law and order was one of the key themes fanned by a partisan French press during the 1981 French Presidential election. Those representing the "Right" end of the political spectrum saw the breakup of the family, lack of discipline and growing disorderliness and crime as being associated with a lack of personal responsibility and with insufficient penalties. The "Left" saw the roots of crime in high unemployment, the breakdown in cities, inadequate housing and the general lack of an equitable distribution of wealth. They also saw police as abusing their power and conditions in prison as being inhumane.

The 1981 Presidential and Legislative elections were won by the "Left". The new government was soon faced with excessive vandalism and car "rodeos" in major French cities and press coverage of these events forced the government to act. As the broad social change solutions proposed in the election would not take effect quickly enough, immediate action was taken to get many of the disadvantaged children into summer camps away from the demoralising public housing areas. To try to deal with the underlying causes, two separate national committees of inquiry were established, both being comprised of mayors of the major French cities. These committees were responsible for recommending solutions to the problems of run-down neighbourhoods and of crime, respectively.

In 1983, the committee on crime reported to the Prime Minister. Its recommendations were similar to those of the Peyrefitte Commission of eight years earlier, but the process leading to the adoption of the committee's recommendations was very different. First, the committee members would be responsible for implementing the recommendations. Second, they

made some of the recommendations more precise. Third, they added some unique recommendations and, in so doing, they took "ownership" of the recommendations. That is, they were strongly committed to implementing recommendations which they felt were their own. The 1983 committee's report, entitled "Confronting Crime: Prevention, Repression and Mutual Support", points to the causes of crime as being similar to those that cause suicides, drug and alcohol abuse, and mental illness. These causes include (1) changes in family life, (2) poor, segregated housing conditions, (3) difficulties with social and work integration, (4) a breakdown in informal social controls, and (5) an absence of activities during the day. These causes are exacerbated by drugs, alcohol, continual unemployment and consumerism.

The report put forward solutions focussing on (1) housing, (2) training for employment, and (3) the problems of young immigrants. However, it also stressed the need to have a crime policy that is both concerned with the enforcement of the law and with tackling the root causes. It proposed involving the public who would, for example, work with young delinquents or with victims. This involvement would reduce public alienation with the system and would combat the stereotypes generated by media sensationalism of events. The report also argued for greater involvement of local decision makers in the implementation of crime prevention policy.

The Committee's recommendations were guided by the need to establish local inter-agency cooperation and better use of existing resources. Because petty and common crime had not been stopped by the enforcement of laws and budgets could no longer be expanded, it was necessary to encourage both the breakdown of bureaucratic barriers and the realignment of priorities to respond to crime problems more effectively at the local level.

National Council on Crime Prevention (CNPD)

The government moved quickly to implement the Committee's recommendations by establishing by decree (see Appendix C) a national crime prevention council - Conseil National de Prevention de la Delinquance (CNPD) - in June, 1983. The CNPD had a small budget for items such as national publicity campaigns and summer camp projects. However it was also able to contract with local municipalities for crime prevention councils to develop cooperation between different ministries and agencies to ensure that the root causes of crime were attacked.

The CNPD was established initially for three years but its mandate was extended for a further three years in September, 1986. It is chaired by the Prime Minister, although the vice-chairman chairs most of the working meetings each year. The membership began with 68 and grew to its current size of 80 members, together with a small executive committee and ten to fifteen staff to implement decisions. The CNPD brings together those politicians who are in a position to decide national priorities, the mayors who decide local policies, the ministries who administer the programmes and policies that influence the causes of crime, and the private organizations which promote better socio-economic programmes. In fact, the Council has five parliamentarians, 35 mayors, 12 national ministers, and 28 special experts or representatives of private and voluntary organizations who are concerned with the problems of crime, drugs or social issues (see Appendix C).

The mandate of the CNPD has developed over time. Initially it was expected to be aware of the trends in crime in France, to propose measures to the authorities that would prevent crime and reduce its effects, to examine the results from measures taken by

Ministers, and to promote a public that is better informed on these issues. Its current objectives are to be the centre of:

- national policy development on crime prevention;
- stimulation and coordination of governmental initiatives;
- cooperation between local government, voluntary organizations and the private sector;
- funding prevention programmes;
- informing the public and training them on their civic responsibilities;
- examining the effectiveness of programmes undertaken.

Since it was established, the CNPD budget of approximately $10 million dollars has not changed. In practice this money has routinely been matched by equivalent amounts from local authorities. The funds are obtained by "taxing" the line ministries, such as housing and police: that is, each ministry is asked to allocate a small percentage of its total budget to the CNPD.

Local Crime Prevention Councils

The local crime prevention council and its associated "contract", as well as many of the local projects, were first developed in 18 pilot cities. These were then used to stimulate interest in other cities, through organising regional workshops on crime prevention and through meetings of city administrators.

At present there are over 500 local crime prevention councils in France of which approximately 180 have been set up for cities of more than 30,000 (80% of such cities). Because the decree establishing the CNPD makes the creation of the local city councils as optional, this level of involvement is impressive.

However, commentators suggest that roughly one third of these councils may exist little more than on paper, while one third are working well and one third are developing much better than the CNPD had expected.

(a) Structure

Each local crime prevention council is chaired by the mayor. It includes local officials representing the national ministries responsible for social affairs, schools, housing, sport and police. It also includes other local councilors and municipal employees. Various local judges, charitable organizations and experts are involved in a consultative capacity.

Most councils have a senior city official as the executive secretary, who plays an active part in preparing meetings and following through to ensure that decisions are implemented. This official is undoubtedly essential to the success of the councils. Although administrators and politicians are official members whereas private agencies are only consultative members, all take part in the discussions. They create a common "ownership" of crime prevention not only by the police, lawyers and judges, but more importantly by local agencies who previously would not have seen crime as relevant to their concerns. The flow of information both about crime and other issues becomes important for continuing the involvement of the members.

The full councils meet once every couple of months. The tone of the meetings is collegial and debates on the crime problems of the city take on the form of an informed discussion of the meaning of police statistics. For instance, street workers or housing officials are usually quick to point out that, because they feel nothing will be done, many victims in their areas will not report their victimization to the police. Drug

detectives will often emphasize that the drug users often have no viable social alternatives to drug use. Juvenile court judges may deplore the lack of local facilities to help teenagers.

The councils gradually facilitate informal communication and collaboration on local issues as well as more formal projects. For example, the informal work can lead to activities such as police, street worker and drug agency collaboration to deal with young drifters at public transit terminals. As well, housing officials, police and social service can target problems in a particular housing estate.

The formal projects have tended to follow the examples developed in the model cities. These include projects to take pre-delinquent children from problem housing areas to summer camps. Some of these projects were conceptualised by the head of the Club Med organization, a prominent member of the government party. Other projects include special reading programmes for children of North African origin, strengthening of entry doors, youth training, guidance on employment, and youth councils.

(b) The Crime Prevention Contract

The direction and funding of the local crime prevention council is achieved by means of a special contract - a "contract for prevention action on security in the city" - between the central government and the local community. This contract requires (i) an analysis of the community's crime problems, (ii) a review of present action to cope with crime, and (iii) a plan for future action, including specific projects that require funding from the CNPD.

In preparing the material for the contract, the members of the council are involved in analyzing the nature of the crime

problem, the actions of their department, and proposed activities. Initially they may not see any close relationship between their programmes and crime. However, over time, they usually discover many ways through which they may cooperate with other members of the council to achieve their own departmental objectives as well as to have an impact on crime. This cooperative effort results in joint ownership of the activities. Further, most of these crime prevention activities are achieved through cooperation and realignment of priorities rather than through the infusion of new monies.

This process means local prevention policies reflect both national and local concerns.

(c) Impact of the Local Councils

Prior to the establishment of these councils, there had often been tensions between the police and the detached street worker prevention programmes. A consensus had developed that the street programmes were not successful and tensions had arisen between the police and the social workers around specific offenders. However the local crime prevention councils have now become a focus for this work and an arena where cooperation between police and social workers can develop.

It is too early to make a general assessment of the impact of the local city crime prevention councils. However, the national rate of crime per capita went down in both 1985 and 1986. The latter drop of 8% was higher than any year since 1972 when national police statistics began. It is also is a different trend from those of England and Holland. Further, comparisons between areas for a range of common crimes showed marginally larger reductions where community crime prevention council

existed, even though areas without local councils tended to have higher rates of crime.

The summer camp programme has also had an effect on crime during the summer months in central city areas by removing many of the youths most often involved in crime. While the reduction in official crime rates may only be for a short term, it is certainly a benefit. These projects were specifically designed for those who would not normally participate in such programmes.

Because most of the projects are concerned with the medium term prevention of crime it is too early to judge their success. Consequently, helping children from North African to improve their literacy skills or to develop better employment skills is expected to increase their own self esteem and reduce crime - but only over a number of years.

Some of the French projects appear to be part of general prevention rather than crime prevention. At first sight, they seem like projects already underway in Canada, but not as part of a crime policy and, to some extent, this is true. However on closer inspection, the French projects tend to be closer to "secondary" crime prevention than are Canadian projects; that is, they focus on groups or situations that are pre-delinquent.

The councils also result in the education of the participants about the crime problem. In particular, the elected officials become more aware of the realities of crime and crime prevention than the "sensational and exceptional myths" that sell media advertising. The impact of this new level of realism will also be hard to measure.

Conclusion

Faced by a crisis in public confidence in the police and the justice system that was brought on by a fear of crime, the French first used experts alone to cope with crime but found that issuing decrees from Paris failed to reduce crime. However, when the mayors of major cities were involved, initially through a commission of inquiry and then through the various facets of the National and Local crime prevention councils, they were successful in producing some activities designed to ameliorate the crime problem. These activities involve the joint analysis of the local crime problem, an examination of local responses, and then the development of a plan to deal with the problem. Those involved in these activities - local elected officials, government administrators, leaders of private initiatives - appear to be those who are most effective in dealing with the root causes of crime. This is because they are able to influence programmes that focus on the people - particularly the young - who commit most crimes. They do so by addressing school failure, social deprivation, employment and recreation.

Crime prevention in France is still at the developmental stage. While some crime statistics suggest a degree of success if not that absence of complete failure, it is too early to determine on an empirical basis whether the French approach is on the right track. For example, there are no empirical evaluations of the impact of these activities on crime. Yet the French approach makes sense conceptually, with the exception that their commitment to action has excluded the use of scientific knowledge in developing effective programmes. Their collegial model however would be perfectly suited to using knowledge in the future. Indeed they are concerned about improving the effectiveness of their approach by developing better training for those working on the councils and by involving research to assist the action.

CHAPTER 3: ENGLAND AND WALES

England and Wales have responded to increasing crime rates and growing public disillusionment with criminal justice not only by more police and more prison use, but also by a wide range of innovations as alternatives to prison. Since the mid-1960s, crime prevention has been a part of criminal policy. The approach has been low profile and pragmatic. There has been a recent flurry of activity brought about by the creation of a special policy and research unit within the Home Office which has supported many activities, including major inter-ministerial initiatives involving tens of millions of pounds.

Crime prevention is on the political agenda in an extensive but also an ad hoc manner. Although the Prime Minister has recently hosted a seminar at 10 Downing Street, the National Committee (described below) is nonetheless chaired by a junior minister in the Home Office. In March, 1988, Crime Concern, a national council was established to build on the developmental work of the voluntary sector in 50 inner-city areas. This initiative is part of the government's concern to attack crime in inner cities.

Background

England and Wales have a population of 49 million with a crime rate similar to France. Accordingly it has a lower level of violent crime than Canada but has a similar level of property crime. There are marginally fewer imprisoned persons per capita than in Canada whereas but more than in France and about three

times the rate for The Netherlands. Until very recently both the crime rate and the use of prison were growing.

The police and corrections system are centralised, as are most other functions of government. There are similar numbers of police per capita to Canada, which are organized on a regional basis for administrative efficiency. Police initiatives tend to be influenced by the personal initiative of regional police chiefs or the actions of the commissioner of the massive Metropolitan London Police. The prison system has major overcrowding problems, with the number of inmates per capita similar to Canada. The British probation service is highly professionalised and has been the source of many community -based innovations in both England and the rest of the English-speaking world (e.g., Community Services Orders).

Crime policy in England and Wales has recently been influenced by inner city riots, the occasional terrorist action, a concern with prison overcrowding and, generally, the slow development towards a more reparative approach to sentencing. The expansion of the police in the last ten years has been associated with the need to cope with the long and explosive miners' strike.

Public discourse on justice issues is continually devoted to the debate on who should go to prison and for how long. There appears to be a professional agreement that violent offenders should be incarcerated for longer periods while the non-violent and the young should be imprisoned less frequently. There has also been support recently for funding the expansion of victim support schemes.

Crime Prevention Before the 1980s

In the mid-1970s there were already police crime prevention officers, crime prevention panels of local citizens and businessmen, and the Stafford Police Crime Prevention Centre. NACRO (the National Association for the Care and Resettlement of Offenders), which displays similarities with both the Canadian National John Howard and the Canadian Criminal Justice Association, was also promoting crime prevention through conferences on crime prevention and such issues as children at risk, housing, and urban design. However, crime prevention was dominated, first by research on situational prevention and, second, by the work of a national committee on prevention (the Standing Conference on Crime Prevention).

The first development in the 1970s was the encouragement of notions of crime prevention as part of a general approach to control a burgeoning prison population. Although there were discussions of social prevention, the initial programmes were dominated by defensive crime prevention programmes such as publicity campaigns or attempts to deal with specific situations, such as vandalism of telephone coin boxes. However, during the 1970s here was also a radical swing in the subject matter of research. Influenced by the latest criminological fad in the USA, researchers decided to abandon the rehabilitation of offenders and focus on opportunity reduction. Several experiments were conducted on vandalism to phones, crime in subways and publicity campaigns. Although not always successful, these experiments resulted in the development of situational crime prevention as a theme for the Home Office. This theme conceptualises crime as occurring because a situation presents an opportunity such that a crime prevention policy would examine criminogenic situations and suggest an intervention. Clarke and Mayhew's 1979 book "Designing out Crime" epitomises this approach.

The second major development in crime prevention occurring before th 1980s was the establishment by the Home Office in 1966 of a Standing Conference on Crime Prevention, which has brought together representatives of the Confederation of British Industry, National Chamber of Trade, British Insurance Association, Trades Union Congress and the Association of Chief Police Officers. This body persuaded British industry to fit steering column locks, reduced losses from robberies of cigarette trucks by 25%, developed a security code on the security of dwellings, and produced materials on law and order for schools (Home Office, 1983, 2). By 1986 it had working groups on car security, residential burglary, shop theft, commercial robbery, and violence associated with licensed premises (i.e. bars). Its working group on juvenile crime wanted more cooperation between schools and social workers to divert young people from crime.

The Home Office Crime Prevention Unit

In 1983 the Standing Conference on Crime Prevention was strengthened by the appointment of one of the Home Office Ministers as its chair and by the establishment of a crime prevention unit within the Home Office. This unit has grown from the original nine persons to 27 and brings together researchers from the Home Office Research Unit with generalist policy analysts typical of the British civil service. They have promoted situational crime prevention as the major approach.

An inter-departmental Ministerial group on Crime Prevention was inaugurated in 1986. The unit also succeeded in staffing two seminars at 10 Downing Street, under the chairmanship of the Prime Minister and the Home Secretary, to give publicity to crime prevention and to encourage British industry to do more on its own initiative. Initially the Ministerial group reported to the

Deputy Secretary responsible for policing but they were transferred in 1977 to the Deputy Secretary responsible for criminal policy. The Ministerial group has no independent budget although their discussions influence the spending of the equivalent of C$100 million amongst a population twice that of Canada. These expenditures include 38 million pounds for Manpower Services Commission short-term job-creation programs; 30 million pounds for inner-city and housing estate regeneration; 5 million pounds for crime prevention publicity; over one million for police training, research, and local coordinators; and one million pounds for education and science.

In addition the Ministerial group has encouraged many other agencies to take action. For instance, the London Underground spent 15 million pounds (C$30 million) on the reduction of crime and disorder and the Department of Energy made changes in utility meters that had been an attraction to burglars.

The following discussion describes some of the major initiatives undertaken by various government and non-government departments and agencies.

The Manpower Services Commission crime prevention initiative involved a community programme. Work was offered to 8,000 local unemployed people to help voluntary bodies, local authorities, local residents and the police tackle crime. A booklet was prepared showing 10 model examples of the type of projects that could be undertaken. Successful crime prevention depended on local projects targeted to local problems, involving local people and local organizations. The model projects involved fitting security equipment (locks, door viewers) to elderly persons' residences, a concierge system, advice on security measures (closing doors, locking doors), safe accommodation for battered wives and children, publicity to dissuade children from breaking

the law, after-school recreational activities with an outreach programme to involve children, a victim support scheme, a civilian patrol of school property, an inter-agency team to analyze local crime problems and stimulate appropriate response and, finally, a project involving consultation with residents together with a steering committee which resulted in an outreach project for youths.

The Ministry of the Environment manages public housing in England and Wales, which accounts for nearly 30% of their housing stock. Problems addressed by this Ministry are the difficulty of letting houses and estates which have become "ghettos" of single parent families, the homeless and the unemployed. However, in the mid 1970s, officials realised that the fear of crime had become a significant factor. Since then, this Ministry's main actions to combat these problems have consisted of better housing management, improved landlord/tenant relations and better delivery of services, including improvements in physical security.

NACRO projects have focussed on run-down residential areas which have a range of overlapping social and economic problems, including high unemployment, family breakdown, poverty, ill health, and poor physical environments (NACRO, 1986). These characteristics facilitate a growing fear of crime generally and lead young people in particular towards crime. Further, much criminal victimization occurs within these areas where the residents are the least able to protect themselves through insurance, changing their environment, or moving elsewhere.

The purpose of the NACRO projects has been to revitalise these areas by involving the residents themselves. They started in the mid-1970s and received the first significant funding from the Department of the Environment in 1979. Later funding came

from regional authorities such as the Greater London Council. NACRO also received funding from Manpower services who provided money to employ the chronically unemployed. The projects have taken place in over 60 housing estates.

These NACRO projects involve a steering committee of senior members from the local authority agencies responsible for housing, social services, education, probation, police, voluntary bodies, residents' groups and elected members of local authorities. An action plan is developed by systematically interviewing residents on problems, attitudes to services, and crime. The plan includes a profile of the housing estate, services available, and the residents views on issues and improvements needed. This plan then becomes the basis for discussion with the relevant authorities and the residents themselves. Finally, a committee is struck to oversee the implementation of the plan. Implementation of the action plans has lead to improvements in the physical environment, recreation and support services (e.g., play groups), services (e.g. cleaning) and greater communication between local residents and the local authority. These have led to an improved image of the housing estate, new policies, more police on streets, a reduction in vandalism from one in three dwellings to one in eight and a reduction in residential burglary from one in six dwellings to one in twelve.

Five NACRO demonstration projects were set up around the country to illustrate that crime and fear could be reduced. Eighteen months after they were started with Home Office financing they have been taken over by other funding sources.

The Health and Social Security Ministry has responsibility for juvenile offenders. In the mid-1970s it collaborated with the Home Office in an encyclopaedic study of the development of

delinquency (Rutter and Giller, 1983). This study stressed the differences between persistent and occasional offenders as well as the extent to which it is the same social and economic conditions that produce not only persistent offenders, but high juvenile drug use, suicides and anorexia.

Among projects that have been encouraged is a bureau headed by a social worker with four other staff detached from the police, probation, school, and youth services to decide what action to take with juveniles caught offending by the police. Also funding is being given to NACRO to develop inter-agency machinery to deal with juvenile crime.

The 1984 Inter-Ministerial Circular

A circular on crime prevention was co-signed in January, 1984, by officials of the Home Office, the Departments of Education and Science, Environment, Health and Social Security, and the Welsh Office (see Appendix C). This circular was the outcome of a meeting of these Departments at the Police Staff College for a seminar on Crime Prevention. The following is a synthesis of the policies contained in the circular.

This inter-agency circular remains the most comprehensive statement of British policy on crime prevention. It enunciates a policy based on the recognition that, even though crime prevention has always been a primary objective of the police, some of the factors affecting crime lie outside the control of the police. Consequently, every citizen and agency who can assist with the reduction of crime is expected to attempt to prevent it. Further, Ministers, public servants, police, local authorities, are expected to foster this collaboration.

For this collaboration to be effective, several actions are needed. For instance, the action must have public support. Communication and support is already being encouraged through police authority committees, police-minority consultative committees, crime prevention panels (groups local businessmen and dignitaries around crime publicity campaigns), and local inter-agency committees (Housing and Social Services). In the future, community councils and neighbourhood associations, local councilors can also promote this objective.

Local targeting is essential to local situations and specific crime problems, particularly because short term environmental design and management will reduce crime by reducing opportunities. The collation of information from local individuals and agencies would reveal many preventive measures, enabling better use of security hardware, entry-phone systems, street lighting, casual surveillance, prompt repair of vandalised property and renting of vacant property as well as locating recreational projects and development land use.

To obtain these data, police and local agency cooperation must be encouraged. For instance, police could provide aggregate data on local crime problems to local authorities, who could provide data on offenses such as vandalism, while also providing socio-demographic data on residents, housing, public transport and recreation in the local area. Other agencies such as utility companies may have additional information to be pooled.

Long term work on social factors is also necessary. Education authorities may concentrate on youth service as well as schools' and parents' concerns with responsible behaviour. Police and truancy workers can focus on school absenteeism. The Department of the Environment has produced a report on "Security on Council Estates" and for its "Priority Estates Project" has

indicated how crime and fear might be reduced through collaboration between agencies.

Local authorities should consider crime prevention routinely. Local authority chief executives might take the lead in ensuring that there is a crime prevention dimension in policies and procedures.

After consultation with the Chief of Police, this might involve social, health, probation, recreation services, planning, education, housing and highways. It might also involve community and voluntary groups, churches, local businesses and the media. A coordinated plan might be endorsed by all those concerned, which specified concrete implementation measures and would modify policies and practices.

Recent Developments in Crime Prevention

The extent of crime prevention involvement by central government ministries and the objectives of the inter-ministerial circular have led to a more concerted attack through social crime prevention, a national organization to promote more local action and private sector involvement, and a new role for the police. Nonetheless, while many successful projects have been taken over by stable funding sources, there appears to have been little success in developing policies from these projects.

With the Crime Prevention Unit located in the police branch of the Home Office, it is not surprising that many of the prevention activities either support the police or promote defensive crime prevention techniques. Yet the results of joint research with other departments, plus the results of the British Crime Survey and the limits of defensive crime prevention, have

pushed the criminal policy areas to promote more interest in social crime prevention.

In July of 1987, the Home Office Research Unit organized an international conference to examine the potential of social crime prevention. This conference involved academic and applied experts from Europe and North America as well as the leaders of the various policy sections within the Home Office (see Hope and Shaw, 1988). Interest in the social causes of crime and in preventing crime by addressing these causes has been reinforced by official inquiries into riots. These inquiries pointed to problems with the relations between the police and ethnic groups on the one hand, as well as the socio-economic problems of the ethnic groups on the other. With support from the head of Scotland Yard and a senior executive in the Home Office, the British have also been examining with interest the developments in France. The attraction seems to be the success that the French have had in forming local focal points for inter-agency cooperation on crime prevention and fear reduction, particularly for social crime prevention issues.

The concern with prevention has brought attention back to the need for communities to be more active in the rehabilitation of offenders, including mediation and reparation programmes.

National Crime Prevention Council

A national organization was announced in March, 1988, entitled "Crime Concern" which is an independent non-profit organization with an unpaid board and a small staff of half a dozen. Its representatives anticipate obtaining financial contributions from the private sector to support local initiatives and to be an advocate for crime prevention.

The role of this organization in relation to local initiatives is broad. England and Wales now has over 300 crime prevention panels, 50 housing estate coordinated projects, and 42,000 neighbourhood watch associations. It is likely that these will be strengthened and that there will be attempts to increasingly involve local councils.

Private industry has been taking many steps to reduce their vulnerability to crime and also provide advice to employees on personal crime prevention. The insurance industry has begun to provide discounts to those persons who take precautions (whether effective or not).

As much as possible the advice to citizens on crime prevention is becoming a routine activity of police patrol officers and detectives. As well, the police crime prevention coordinator has recently taken on more of a role as a catalyst for change within the community by meeting with local authorities and commercial groups. The coordinator also tends to serve as the local crime analyst. Police training facilities are being opened to a wider group of professionals concerned with the design and management of urban areas. Changes are also occurring with neighborhood watch as the limits of the first efforts are being faced. Efforts are being made to minimise police resources in low burglary rate areas and stimulate a new generation of projects in high burglary rate areas.

Conclusion

Crime prevention in England and Wales is characterised by two dominant features. First, a permanent national committee has successfully encouraged the private sector to take measures to prevent crime. Second, a central government policy analysis and research unit has stimulated a process for the development of a

more coherent and effective crime prevention policy. The Home Office Crime Prevention Unit plays a major role in disseminating ideas, advice and assistance in evaluation and local crime analysis. Home Office urban programmes provide funds for crime prevention activities, while Housing and Social Services funds voluntary organization working with juvenile offenders. Inner city projects also can include crime prevention.

It is now widely recognized that crime policy must not be limited merely to action after offenses have occurred, but must try to reduce opportunities for crime beforehand through projects based on situational analysis. But this view is rapidly giving way to a broader approach to prevention based on social factors. To this end, the earlier commitment of the police to crime prevention is seen as promising strong support for this broader approach, where they can help in stimulating projects and developing inter-agency training.

CHAPTER 4: THE NETHERLANDS

The Netherlands government responded to increasing crime rates by maintaining traditional policies but, at the same time, reducing the length of sentences imposed on offenders. In 1985, the Dutch government presented a comprehensive plan to improve the maintenance of law and order. For less serious crime, prevention measures taken at the level of municipalities outside the criminal justice system should be the main approach. Different measures should be taken with regard to serious crime.

Background

With a population of 15 million, The Netherlands has a crime rate similar to England and Wales. Consequently there is less violent crime than Canada but the levels are similar for offenses such as burglary and assault, but higher for damage to cars, bike theft and vandalism. The Netherlands has significantly fewer persons per capita in prison than does France or Canada. Until very recently, both the crime rate and the use of prison were growing.

The Dutch police and corrections system are centralised as are most other functions of government. There are similar numbers of police per capita as in Canada, who are organized on a regional basis.

The debate on crime policy in the Netherlands is dominated by attitudes towards drug users. In the last few years, the government has begun to prosecute and punish severely major drug traffickers, particularly of foreign origin. The result has been an increase in the Dutch prison population and a partial shift towards lengthier sentences. This has moved The Netherlands from a rate per citizen of about 20 persons in adult prisons per

100,000 to close to 40 per 100,000 - Canada, England and France have rates of approximately 100 per 100,000 population.

The increase in recorded crime in the 1960s led to the view that there was "growing concern among the population over the increase in crime, by the fear of a loss of confidence on the part of the public in government and its role as the protector of private and public interests and by the fear of a further erosion in the citizen's conception of standards and in social control".

The 1985 Policy Paper: "Crime and Society"

The 1985 Government policy Paper on Crime and Society (The Netherlands, 1985) acknowledged the seriousness of the crime problem while stressing the limits of the criminal justice system to cope with crime, particularly through a continuation of existing policies. Because of these limitations, the Paper called for a new response to the problem of crime.

The Paper was developed by the Roethof Committee, named after its chairman, a member of the legislature. It saw the dramatic increases in common crime in the last twenty years as being due both to an increase in the availability of goods that can be stolen and to a decline in the significance of family, clubs, churches and schools in structuring the lives of individuals. It also pointed to a rise in youth unemployment. Thus it emphasises both opportunity reduction and social development approaches to crime prevention.

This Paper enunciates three principles. First, crime must be dealt with not just by prosecution of offenders but by the society as a whole. This includes a need to care for and assist victims. Second, a distinction must be made between serious

offenses and common crime. Third, there must be close coordination between police, prosecutors and local government.

For serious crime, a distinction is made between traditional crimes such as murder, rape and robbery, newer forms such as financial frauds and environmental crimes, and organized crime such as drug trafficking, gambling and the arms trade. Here decisive prosecution and heavy penalties are seen by the government as the appropriate response.

The Paper involved both a rejection of "more of the same" and a statement of three alternative approaches to be followed. Accordingly it was recognized that, despite public demand for more police and prosecutors, this "more of the same" policy would not be effective in controlling crime.

Instead, it adopted an approach which viewed the urban environment as requiring new designs and improvements to facilitate casual surveillance over young people as well as to limit opportunities. It argued that the bond between the younger generation and society must be strengthened in the family, in schools, at work and through recreation. Surveillance of potential lawbreakers must be extended among those who cover many areas of public and semipublic life - e.g. drivers, janitors, shop assistants, youth workers.

The Paper goes on to state that municipalities must be involved because the nature of common crime varies from one area to another. The municipality has many powers to pass municipal by-laws, control drinking establishments, and regulate markets (where stolen goods may be sold). It can also structure development through area designation. It has powers over school facilities and the prevention of truancy and it can encourage recreational facilities through its subsidies.

Three-Party Municipal Crime Prevention Committees

The government has encouraged the development of three party committees to coordinate local criminal policy at the municipal level through discussions on law and order. Besides promoting these through directives to prosecutors, it has a bill to amend the police act before the legislature. In their present form, these involve the municipality, the police and the prosecution. In some instances there have been plans drawn up by these committees.

The government hoped that these committees would lead to municipal action on crime prevention that would be broader in the future, involving economic policy, physical planning, education, housing, welfare and others. The mayor would take this lead in line with his responsibility for public order and safety.

The National Inter-Ministerial Crime Prevention Committee

The government established an inter-ministerial committee of public servants to promote the implementation of the Roethof recommendations on town planning, strengthening the bond with young people, and increasing surveillance.

In practice, this committee is heavily influenced by the Research and Documentation Centre (RDC) of the Ministry of Justice. Two of its members and all the staff were members of the RDC. This has meant that the committee has pursued a policy of testing and evaluating new ideas. For instance, the projects concerned with improving surveillance and safety on public transit have been the subject of detailed research, which is expected to guide the development of other projects elsewhere. The Dutch are critical of the French because there is so little

research involved in finding out what works. By contrast, they are proud of their own research guided approach.

(a) Funding of Local Projects

This committee can contract with municipalities or others with the equivalent of $35 million spread over 5 years (Dutch population is 15 million). It will give priority to projects that involve all three of the three party actors. It provides advice to groups wanting to set up projects. Funded projects must include an external evaluation.

In 1986, about 50 projects were funded. These included 15 on teaching children the effects of vandalism, several to provide jobs for the unemployed to guard bicycles, and some to work out joint action by stores, police and prosecutors against shoplifting. There are theatre productions, self defense courses for girls, education for youth and sports workers about alcohol, and street lighting.

Some of the projects involve urban renewal which are combined with surveillance measures. Some involve anti-truancy projects and detached worker activities. Some of the projects involve community service orders. Many of the persons involved in projects of surveillance over bicycles or apartment buildings are employed through a national programme of creating jobs for the long term unemployed.

Consultants are working with some of the cities to help them prepare an analysis of crime in the city and develop ways of coping with the crime. Further, many city halls now have a crime prevention coordinator to develop ways of dealing with crime in collaboration with the three party committee and the various administrations within the city.

(b) National Activities

The committee must also monitor the implementation of the new policies by all ministries. With respect to public transportation, special surveillance officers have been introduced onto trains, buses and trams to provide information to travellers, ensure that passengers are not frightened by the risk of crime, and check that people pay their fares. This experiment has been evaluated showing a dramatic increase in fares paid, but little change in feelings of security.

The Ministry of Education has set up new procedures to record truancy and consideration is being given to financial incentives to schools with low truancy rates. Other measures are being taken to replace teachers who are sick and to provide incentives to prevent vandalism.

Thirty local projects have been launched with detached workers trying to improve youth involvement in work and education. Eight million dollars have been devoted to special work projects for permanently unemployed youth. The sale of liquor at soccer games will be stopped.

The Ministry of Public Housing has prepared guides for planners and architects on crime prevention.

The Ministry of Business Affairs has developed a national centre for information on the prevention of shoplifting. Civil sanctions that the stores could impose on first offenders are being studied.

The Ministry of Justice Research and Documentation Centre publishes a regular journal on social crime prevention. The

Centre also provides a reference service backed up by computer and a link to the European Network.

Conclusion

The Dutch approach to crime prevention is situated within a broad government policy on crime. It is concerned with developing local approaches to crime prevention, but also that these be shown to work through research.

Officials of The Netherlands government are following the developments in France closely and are interested in collaborating in the European movement for cities to get involved in comprehensive crime prevention. The City of the Hague - a twin city of Ottawa - is interested in developing its urban crime policy through comparative work with Ottawa.

When the present five-year mandate of the Interministerial Crime Prevention Committee expires, it is likely that the government will consider developing a national council on crime prevention. Certainly they are convinced that crime prevention must involve a significant activity at the level of the municipality.

PART B: EUROPEAN INTER-GOVERNMENTAL TRENDS

There are several European inter-government agencies that could potentially play a role in crime prevention.

The best known European inter-governmental organization is the European Economic Community which, until recently, had no interest in crime prevention other than that related to fraudulent use of farm subsidies. However its interest in the general welfare of European economic activities and its indirect role in encouraging a more European identity mean that it is looking closely at the new Forum for European Urban Security (to be discussed below) and, in particular, at the funding of educational initiatives to stimulate city involvement in crime prevention.

The European Parliament has no major involvement with either crime issues or crime prevention. However, in 1985 it adopted The European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches. This convention facilitates the exchange of information between police and other law enforcement agencies to facilitate the prevention of soccer hooliganism. It is also looking at a number of issues relating to women, including wife assault.

It is the Council of Europe that has taken the most significant interest in crime policy generally and in crime prevention in particular. The council is an inter-governmental agency that facilitates the exchange of information and development of new policy in the different European countries. It has sections dealing with such issues as culture, local government and crime problems. Traditionally it has been the crime problems area that has looked at crime prevention. However

in the last three years the local government group has taken a major interest in crime prevention.

In this section, the policy recommendations of the group on crime problems will be discussed first, followed by the recommendations and developments from the local government group.

CHAPTER 5: COUNCIL OF EUROPE - COMMITTEE ON CRIME PROBLEMS

The main reports to be discussed are set out below. However, it should be noted that there is also a Committee of Experts on Victim Assistance and Crime Prevention whose report is expected to go to the Ministerial level in 1989. Their report reinforces the need for both opportunity reduction and social development approaches to crime prevention at the local level.

1983 Report on the Participation of the Public in Crime Policy

In 1983 the Ministers of the member countries adopted a major policy paper on the participation of the public in crime policy. This document not only recommends providing the public with better information but also recommends ways in which there could be greater involvement of the public in crime prevention and victim assistance. Its views can be summarized in the following paragraphs.

Crime policy covers penal or other measures aimed at protecting society against crime, dealing with offenders and safeguarding the rights of victims. Crime policy had been shifting from an exclusive reliance on repression and punishment towards crime prevention and re-socialization of offenders.

Among the components in this policy is social crime prevention, which covers family policy, educational and vocational training policy, employment policy, town planning policy, public involvement in policy, and situational crime prevention. Reference is also made to rehabilitation, education of the public on what is "criminal", and general deterrence.

The policy paper argues that governments should promote greater public participation in the development of crime policy

in a variety of ways. These include obtaining and disseminating better information about crime and justice, involving the public in advisory committees, consultation and public debate, and including basic information in school curricula.

Specific measures proposed include courses for parents about juvenile delinquency, training for teachers on how to deal with behavioral problems, targeted employment programmes for youth likely to be involved in crime, encouraging architects to take crime prevention into account, and preparing an inventory of precautions that can be taken to reduce opportunity for crime.

Organization of Crime Prevention

The Committee on Crime Problems of the Council of Europe created a committee of experts on the "Organization of Crime Prevention" in 1983 (the "expert committee"). This expert committee was to study several issues, including the general principles of a crime prevention policy, the diffusion of knowledge about crime prevention, private security, and the role of crime prevention committees involved in coordinating the activities of police, local government and voluntary organizations in combatting crime. Its recommendations are awaiting approval from the
Council of Europe.

The expert committee recommended making crime prevention a permanent feature of government programmes for controlling crime with concrete obligations for action and funding. Further, it recommended that national, regional and local agencies should be encouraged to plan, implement and improve programmes, to coordinate police and other crime prevention agencies, to collect information on prevention and to promote training programmes. The expert committee argued that prevention

programmes must be focussed on specific crime problems aimed at reducing opportunities for victimization. As well, the committee proposed that research must be undertaken to make prevention programmes more effective. Regulations and minimal standards for private security agencies should be developed. Countries should cooperate internationally on prevention.

Overlooked by the expert committee, however, is the need to focus on the root causes of crime.

(a) Crime and Fear, without Public or State Protection -

The expert committee's analysis of the crime problem facing European countries points not only to rising crime, but also to the failure of current crime prevention measures. It saw police statistics on crime as showing a steady increase in the crime rate. Further, the quality of life was viewed as deteriorating. At the same time, public attitudes were seen as reflecting feelings of insecurity that prevented them from going out at night.

The report depicted a growth in official recorded crime that places a heavy case load on the police, courts and correctional systems which would be difficult to manage. Attempts to rehabilitate offenders had largely failed. Improvements in economic and social conditions had not reduced crime.

The report goes on to suggest that it is difficult to persuade authorities to take prevention measures. Publicity campaigns often fail because they are not tailored to local or specific populations. Ascertaining the results of prevention programmes has been difficult because of their success in one area but not in others as well as displacement effects.

(b) Social and Situational Approaches to Crime Prevention -

A comprehensive policy of prevention, involving planned and coordinated activities is expected to reduce the burden on criminal justice and improve the social climate. According to the expert committee, crime prevention can include the use of penal sanctions to change offenders or the public. However these are not the focus of the report, which distinguishes between two other general approaches.

First, "social prevention" focuses on changing the public health, education, housing, occupational and leisure circumstances of potential offenders. Every European country has tried to improve the quality of life in these areas although the effect of these efforts on crime is difficult to measure. However, more recently, proposals based on the results of longitudinal studies of the development of delinquents suggest that targeted social interventions might not only have a greater impact on crime levels but that the results would be more easily identified. These proposals focus on early childhood education, school failure, and unemployment problems. Many projects are now addressed these proposals which have a long-term orientation. Accordingly, it is too early to provide an evaluation of on their effectiveness.

Second, "situational crime prevention" focuses on changing the situations that lead to victimization by reducing the opportunities for crime or increasing the risks of detection. There are a wide variety of crime prevention activities that involve situational measures (see Clarke and Mayhew, 1980). Situational programmes often involve media-based publicity campaigns. Research has demonstrated that situational measures

can be very effective. However, for situational crime prevention to be successful, a policy needs to incorporate both the advantages of a national programme and the specificity of local programmes. It must also receive the support of the wider community, whether public or private organizations, scientists or lay-persons. It must also take into account the activities of security agencies and the use of technical equipment. Data on the crime problem need to be available and special efforts made to assess the effectiveness of the projects.

(c) National Crime Prevention Agencies -

The expert committee examined present approaches to crime prevention in Europe. In response to increasing crime and the limits of penal measures, three general types of crime prevention initiatives have emerged: (i) national agencies to plan and coordinate prevention activities at the local and national levels; (ii) coordination of crime prevention within the police; and (iii) crime prevention scattered among various agencies, particularly the police.

The national agencies responsible for planning and coordinating crime prevention activities locally and nationally take many different forms. The British, Dutch and French crime prevention agencies appear to be more oriented towards action than the other countries, with varying emphasis on police involvement. Some countries have limited their role to research and publicity. For instance, the Scandinavian countries have established bodies to undertake research and promote information on prevention while Belgium has recently started a national

organization with significant police involvement. The following table summarizes the dates when these agencies were :

Country:	Date National Agency Started:	Local Organization:	Chair:
Belgium	1985	informal	Min. of Interior
Denmark	1971	none	Min. of Justice
France	1983	being promoted	Prime Minister
Holland	1979	informal	coordinator
Norway	1980	none	Min. of Justice
Sweden	1974	none	independent
England	1966	panels	Min. of Interior

(d) Permanent Tasks -

The main themes of these recommendations are set out below, the first being that crime prevention should be established as a permanent task with appropriate funds.

(e) National Crime Prevention Coordination and Planning Units -

The expert committee recommended that all countries should establish agencies to coordinate and plan crime prevention activities. These agencies would collect information about criminal activity, particularly about those who are most at risk and be a repository for information about the results of crime prevention experiments both nationally and internationally. They would plan, implement and evaluate crime prevention programmes. They would also coordinate police and other crime prevention agencies.

Further, the committee proposed that these agencies would seek the participation of the public in supporting crime prevention policies and would inform them about the realities of crime, working with the mass media to this end. Research on crime and crime prevention would be undertaken and cooperation would be fostered with other actors in criminal justice to ensure that developments in criminal justice led to a more rational criminal policy. Finally, they would be involved in the training of persons involved in prevention from the various sectors, possibly including private security companies.

(f) Comprehensive, but Targeted, Programmes -

Crime prevention programmes can take many forms, whether focussed on offenders, victims or situations. Each of these should be considered and implemented. The programmes should be based on a careful analysis of the local crime problem, be focussed on specific crimes, check that the offenses are susceptible to prevention, and identify ways to overcome the bureaucratic obstacles to cooperation and action.

(g) Research and Evaluation -

Research to improve knowledge on the above issues should be encouraged within government, in Universities and in other bodies. Among the topics for research should be evaluation, particularly focussing on the effects of the crime prevention measures and programmes on the level of crime and cost benefit analysis.

International cooperation, particularly on the exchange of information and comparative projects, is important to the development of effective crime prevention.

Conclusion

The Council of Europe expert committee on crime problems has promoted greater public involvement in crime prevention. Further, it recommends that crime prevention be made a permanent and explicit task of government, pursued by a national crime prevention agency, and supported by a planning unit with research and evaluation. It also must be comprehensive and targeted.

While the expert committee viewed the social and situational prevention approaches as being both complementary and necessary, in practice, this committee only examined the situational approach in detail.

CHAPTER 6: COUNCIL OF EUROPE - LOCAL AND REGIONAL AUTHORITIES

The Standing Conference of Local and Regional Authorities of Europe of the Council of Europe followed up on member concerns with "Security in European Towns" by holding a conference on "Urban Violence and Insecurity: The Role of Local Policies" in Strasbourg during September, 1986. Subsequently, a second conference was held in Barcelona during November, 1987. This was followed by a variety of more concrete developments such as the creation of the European Forum on Urban Security. Before discussing the main activities of the European Forum, the many useful conclusions from each of these hearings will be summarized.

The 1986 Strasbourg Conference on "Urban Violence and Insecurity: The Role of Local Policies"

This conference brought together approximately 300 participants, made up of elected local politicians, officials, police, legal and educational professionals and many others concerned with the issues.

The conference was organized in part by the Standing Conference of Local and Regional Authorities of Europe in co-operation with the French National Crime Prevention Council and the United Towns Organization. Its aim was to compare the causes of urban disturbance, examine remedies and study common solutions. The point of departure for the conference was the rise in crime and the feeling of fear in European cities. It was accepted that offenders must be held responsible, but it emphasised the effect of accumulating social and economic problems on crime.

The over-riding response of the conference was to identify the need to have a combination of policies based on prevention and repression. Such policies would involve defensive, positive and law enforcement measures with local, regional and national action. The Conference Report recognizes that all persons at the local level, whether in government, on councils or in the not-for-profit sector need to get together to analyze crime, compare their programmes and work out a coherent plan to deal with crime. As well, it was thought desirable that the public should have this information to secure their involvement.

In order to ensure that the activities are maintained, a policy of contracts was recommended. These contracts would define the responsibilities of each of the actors and would allow for the monitoring of progress by the participants as well as by others.

Detailed recommendations (Council of Europe, 1986) show how housing, town planning and transport policies were considered to be important to family environment and the way of life. These recommendations were specifically designed to prevent urban decline and, therefore, the level of crime and fear in urban areas.

Other recommendations show how the local levels are the most useful to understand the problems and to solve them - youth participation, social and professional integration of the young, measures to combat school absenteeism.

Following the meeting, the participants made a number of significant recommendations. In particular, they recommended:

1) the establishment of the "European Forum on Urban Security" to bring together the local authorities,

civic groups and others who are involved in preventing urban crime and fear;

2) the creation of the European Data Bank to collect information to assist policy making on urban violent and fear;

3) the organization of another conference on this theme in 1987 in Barcelona; and

4) the preparation of recommendations for member states on the themes and conclusions from the conference.

Each of these recommendations was the subject of further work. For example, the European Forum on Urban Security was formed and named a few months later. A well prepared meeting was held in the Hague in April, 1987, to work on a proposal for a network to be the source of information on crime prevention and related activities. Six preparatory workshops were held on the themes for the Barcelona conference. The recommendations for member states were the subject of the Barcelona meeting.

"The Reduction of Urban Insecurity": Barcelona, 1987

Attending the Barcelona conference were more than 800 representatives from most of the countries of Europe. These included not only mayors, but also representatives from city administrations, police, youth organizations, drug abuse agencies, urban planning, community associations and the medical profession.

The conference was designed to build on the conclusions from the first conference in Strasbourg (described above) and the full

report and conclusions from that 1986 conference were made available to all participants.

This second conference was organized to exchange information between locál authorities on local policies for the reductiionof urban crime and fear of crime. There were six themes identified in advance, which had been the focus of preparatory work by small task forces (referred to above). These themes all related to local policies and urban insecurity:

1) the social development of neighbourhoods and participation;

2) local policies and experiences concerning the rehabilitation of victims and offenders;

3) data banks and victimization surveys;

4) the role of the police and their management by local authorities;

5) the urban physical environment; and

6) drug abuse.

The objectives of the Barcelona conference were, first, to produce an assessment of the current "insecurity" problem in local authorities, second, to propose improved strategies, and third, to make recommendations to the member countries and the various inter-governmental bodies. The overview will be presented using this structure (the major recommendations are included in Appendix C).

(a) The Current situation of local authorities in Combatting Crime -

The dramatic rise in police crime statistics is concentrated in urban areas with roots in social and economic causes. These causes include social deprivation and alienation, high unemployment, urban decay, and racial problems as well as limited access to recreational, health and educational services as well as poor quality and crowded housing. Widespread fear which is not necessarily linked to the real level of crime but which is fed by a few persistent and highly visible offenses, influences the attitudes of large numbers of residents in urban areas.

Local authorities attempting to address this problem do not, however, have adequate information on techniques for dealing with crime and there is inadequate exchange of information between professionals working on crime. Further, because of bureaucratic barriers, effective inter-agency cooperation is difficult.

Detailed problems were identified by conference participants for each of the six themes. For example, it was agreed that:

- crime arises from the concentration in certain neighbourhoods of problems such as family breakdown, school absenteeism, lack of community facilities, and alienation;

- resources need to be transferred from punishment of offenders to rehabilitation of offenders and assistance to victims;

- more information on crime is needed while the police and the public need to have good relations in order to generate good crime prevention measures;

- housing design and use can influence crime, yet the professionals have little experience on these issues; and

- drug misuse may be a step towards crime, yet little is known about the extent of such misuse.

(b) Proposals for Future Local Policies and Strategies -

There were several proposals of a general nature, some of which are highlighted here, as well as proposals with respect to each of the six main themes (see Council of Europe, 1987).

With respect to political commitment to crime prevention, it was recognized that there needs to be stronger political commitment to action on the problems of urban crime. As well, conference participants concluded that prevention, rehabilitation, compensation and control should replace punishment and that special measures must be taken to deal with the fear of crime.

It was recognized that crime prevention should be targeted, inter-agency, inter-level and local in nature. Targeted interventions are needed in family, youth employment, school and housing. Policies in education, training, employment, health, culture, justice, housing and leisure must be coordinated for prevention. Central, regional and local government must work together. Training of planners and police needs to provide them with the tools to diagnose the local problems and create effective solutions. Local programmes are most likely to deal comprehensively with the crime problem, because they can co-ordinate the necessary activities.

(c) Recommendations to Government and Inter- Governmental Agencies -

Conference participants concluded that:

- each country should establish national and local crime prevention councils which would involve politicians, public administrators, criminal justice personnel, private industry and social welfare bodies;

- the European Forum for Urban Security should be encouraged in promoting cooperation between local and regional authorities for crime prevention;

- pilot projects should be undertaken on the six themes of the conference;

- research, teaching and training should be increased, in particular by establishing a European University Institute;

- the European network on documentation should be developed to promote the communication of information to central and local governments and other agencies; and

- a standardised victimization survey should be available for local and national governments.

European Forum for Urban Security

The European Forum is a non-governmental organization formed to assist cities and local governments cope with the problems of

crime and fear. Its members are mostly local governments such as cities from various European countries. It is headquartered in Paris with funding from membership fees paid in proportion to the population of the member city. It was formed officially in September, 1987 with elections to its board taking place in November, 1987.

The objectives of the European Forum include the exchange of information, training and pilot program experience through meetings and various types of cooperation. These activities may include specific joint projects. Further, the European Forum was expected to be a vehicle for discussing the issues of urban crime prevention with international organizations, governments and national associations.

A series of activities has been planned for the European Forum for 1988/89. These include the organization of exchanges of those officials responsible for crime prevention in cities and a subsequent seminar to discuss the experiences of those who participated. A newsletter based on local crime prevention activities will also be published. Other activities will support the development of the network of documentation centres so as to ensure that local communities are able to make good use of the network. The Forum will promote the creation of the European University Centre for teaching, research and training on socio-economic policies and crime prevention.

Also identified by the Forum are priorities for action, including local crime prevention and public participation, alternatives for offenders, professional and social involvement, fencing, situational prevention, reconciliation and victim assistance, local drug abuse prevention, physical protection of goods, and victimization and public opinion surveys.

At the organizational level, the European Forum plans to encourage the creation of national chapters in each of the European countries and to build on initiatives already taken in Spain, France, The Netherlands and Italy.

Conclusion

The activities of the Standing Conference of Local and Regional Authorities of Europe has brought a major actor onto the crime prevention scene - the city. Moreover, city representatives have chosen to focus on crime prevention because alternative approaches to the crime problem which are limited to police, courts and corrections have left cities vulnerable. Representatives of cities at these conferences have recommended a greater political commitment to crime prevention through targeted, inter-agency, inter-level, local co-operation achieved through national and local crime prevention councils and supported by research, teaching, training and an international exchange of information.

The creation of the European Forum for Urban Security is now channelling considerable municipal and local government energy into crime prevention. It has already organized a variety of international visits and exchanges, the publication of a newsletter, as well as plans to create an European University Institute on Crime Prevention and Socio-Economic Policies and to hold seminars in four different countries on various themes relating to the Institute. The European Forum has also participated in organising a North American and European meeting around these themes in Montreal in October, 1989.

PART C. IMPLICATIONS FOR CANADA

The aim of this part of the report is to stimulate discussion on the implications of these European trends for Canada. In Chapter 7, various differences between these European jurisdictions and Canada are identified so that appropriate modifications can be made in applying trends in European crime prevention to reducing crime in Canada.

Chapter 8 then lists a series of options suggested by the developments in Europe. These are grouped under those providing a national focus for crime prevention, those encouraging local policies and activities, and those which are generally necessary to support the other developments.

CHAPTER 7: COMPARISONS WITH CANADA

Current crime prevention activities in Europe have occurred because of certain developments relating to crime, the inability of the criminal justice system to cope with the crime problem, and the limited extent to which social and economic policies have focussed on the root causes of crime. Accordingly, this chapter will present an overview of the key issues so that comparisons may be made between developments in Europe with those in Canada. Although many of the conclusions come from earlier analysis (Waller and Touchette, 1982) done in preparation for the 1982 report on "Criminal Law in Canadian Society" (Canada, 1982), much of the discussion here is impressionistic.

These comments are made within the context of criminal policies for Canada and each of the European countries, all of which display a significant degree of similarity. For example both Canada and the European countries are:

- "studying" revisions to a criminal code;
- discussing the nature and extent of appropriate police powers;
- considering what should be the purposes of prison;
- examining alternatives to prison and enhancing early release from prison;
- implementing community service orders and reparative sentences; and
- expanding services for victims.

Fear of Crime in Urban Areas

The victimization surveys in France, England and the Netherlands all confirm that persons or households in urban areas are likely to experience loss, injury and trauma as a result of crime. As well, they are substantially more at risk of being victims of common crime than those living in rural areas. Further, as measured by concern to avoid certain areas of cities, urban residents show levels of fear that are massively greater than rural residents, particularly among the elderly and women. For example, a household might expect to be a victim of a residential burglary once every twenty five years, while in a central city area this expectation might rise to once every eight years (Waller and Weiler, 1984). A member of the household would be a victim of theft more frequently than a burglary and of assault marginally less frequently than for burglary. The likelihood of a household member being murdered is very low: about once every ten thousand years.

The British Crime Survey, a government victimization survey conducted in 1982 and 1984, showed approximately one in five women feeling "very unsafe" about walking alone in their residential area after dark. Further, three out of five of women over 60 in inner city areas expressed the same fear.

The 1982 Canadian Urban Victimization Survey (Solicitor General, 1983c) confirmed similar findings for Canada on the extent of the losses from crime. It also showed similar levels of fear of crime. While the Canadian survey did not examine differences between urban rural areas, there is no reason to believe that such findings would be any different from those of the European surveys.

Recent Increases in the Level of Crime

According to police statistics for the last five years, all three European countries have experienced increases in crimes, such as theft from cars, residential break-ins and assault. The increases have been much more dramatic over the last twenty years. However, the rates of these offenses in France have dropped off in the last two years.

The long term trends seem to be similar to those for Canada. Indeed, comparisons of victimization survey data suggest that levels of common crimes are similar. However the those offenses which are more rare in the three European countries, such as rape or robbery, appear to be more frequent in Canada. While it might be thought that gun use during the commission of these same offenses is also substantially higher in Canada, the Canadian Urban Victimization Survey indicated otherwise.

More useful comparative data could be available in the future, especially if the proposal from the November, 1987, meeting of the Council of Europe Regional Authorities group to coordinate urban victimization surveys in several different North American, Australian and European cities (see Appendix C) is acted upon. This proposal would provide more reliable data on rates of crime, effects and the characteristics of the victims, particularly if tourists as victims were included.

The Root Causes of Crime

The root causes of crime lies generally outside the purview of the formal criminal justice system. The rise in crime in the three European countries is thought to be due to such factors as the increases in the number of young persons in the population and with their difficulties in school, the breakdown in the

traditional extended family, problems in housing situations as well as poor security in buildings, the increase in easily transportable and saleable consumer goods, and the anonymity within society of perpetrators of crime.

Visible minorities, who are often immigrants as well as economically and socially disadvantaged living in urban areas, tend to be disproportionately involved in crime. Some European commentators also stress as major causes of crime the need for addicts to pay for their drugs and the high levels of youth unemployment, particularly among immigrant minorities in urban areas. Alcohol and drug abuse are generally seen as caused by the same complex of factors as crime and to have been increasing proportionate with crime in the last few decades.

Perhaps the most careful and sophisticated analysis of the causes of crime is provided by Rutter and Giller (1983) in a book prepared for the British Home Office and Department of Health and Social Security. Similar conclusions are found in the products of Dutch research organizations, such as the Ministry of Justice. By contrast, there are few if any French researchers specialising in these approaches although the practitioners generally emphasise these factors.

These explanations to the root causes of crime would generally be similar to those given for Canadian urban areas, though less research is available here than in England or Holland. Despite their immigrant populations, none of the European countries have a similar problem to Canada with a subgroup of native persons who are involved in high levels of crime and disproportionately represented in the prison population. Further, there is little systematic knowledge about crime in the remote isolated areas in Canada or in the extreme

Northern regions of the Canadian provinces and in the Territories which have problems not faced by European countries.

Limits to the Criminal Justice System

The three European countries have found the need to expand the size of their police forces in order to maintain and protect the "state". Criminal justice officials are concerned about overcrowding in prisons and about the wisdom of constructing an additional prison capacity. France and England in particular face acute problems of prison overcrowding in unacceptable conditions.

The European countries have also faced special problems of terrorism which required specialized policing: in England with the work of the IRA; in France with groups linked to the middle East; and in the Netherlands with the Moluccans. In England the government response to the miners' strike required the use of substantial numbers of police to enforce unpopular decisions and maintain order.

The conclusion of government researchers in all three European counties is that more police, more courts and more prisons will not contain the crime problem because the causes lie elsewhere. By contrast, they have concluded that only further action to prevent crime would effectively alleviate current pressures on their criminal justice system and that the traditional components of those systems should be used only for the more serious offenses and offenders.

Like Canada, then, the three European countries reviewed here face problems of pressures on police resources and overloaded prisons. The expansion of their police has occurred in part to deal with threats to the state.

Limits to Community Based Policing

There are limits on the ability of the "new" community-based approach to policing to address the crime problem. While the police in England have played an active role in crime prevention, influenced by North American development such as community based policing, neighbourhood watch, and prevention publicity campaigns. The French and the Dutch police have not staked such a strong ownership in prevention.

By contrast, the police in Canada have been the most active agency in promoting crime prevention. Crime prevention has been used by police forces as one of the ways of promoting their image and achieving good relations with the public. Canadians have not been concerned about the police abusing this type of information. Because of this traditional participation in crime prevention by the police, any attempt to organize a more comprehensive approach to crime prevention in Canada must take into account the important police "ownership" of crime prevention.

Limits to National Government Involvement

The major difference between Canada and the three countries is that Canada has a Federal-Provincial structure with an additional municipal or regional level as opposed to a system of local and national government.

Accordingly, any attempt to establish a national policy on crime prevention in Canada must reflect the division of responsibilities between Federal and Provincial governments in addition to the divisions between different governmental departments or differences between government and the private sector.

Given the differences between Canada and the three European countries reviewed here with respect to the structure of government then if a national crime prevention organization were established in Canada similar to that existing in France, it would either have to be organized at the provincial level or would require involvement of provincial governments nationally.

The Limits to General Prevention

This report has not examined the organization of general prevention in the various countries. Some commentators dismiss the French approach to crime prevention on the grounds that other countries are already doing all these activities more successfully but under different labels. However, this interpretation is rejected by commentators who have examined closely the French experience (e.g., King, 1988).

While France did indeed have many general prevention programmes, the key ingredient to the French success is that the local crime prevention councils focussed these general efforts more on crime problems and established co-operation at a local level that does not exist elsewhere.

In Canada, this inter-agency co-operation on crime problems between such agencies as police, social services, and schools is generally lacking. As indicated earlier, however, this level of co-operation is a necessary ingredient for crime prevention to be effective at a local level.

Conclusion

Canada faces similar crime problems to the three European countries reviewed in this report. Specifically, the Canadian

criminal justice system is over-burdened; the causes of crime lie largely outside that system and are most acute in urban areas; general prevention has not succeeded in preventing crime; national policies have not prevented crime; and inter-agency co-operation at the local level has been lacking.

Overall the crime problem facing Canada is similar in kind if not always in degree to that faced in the three European countries. Consequently it is argued here that the European developments are relevant to problems in Canadian urban areas. Similarities and differences in social and economic structures have not been addressed here.

On the other hand, there are also important differences which do not seem to have parallels in the European context, such as the involvement of native Canadians in the crime problem. Because Canadian policing has not been directed in recent years towards major anti-terrorism or worker unrest issues, the police in this country may have been able to marshall the support of the Canadian public. Finally, there are differences between Europe and Canada in the structure of government.

CHAPTER 8: OPTIONS FOR CANADA

Developments in Europe suggest a response to the crime problem that involves a combination of national and local commitment to crime prevention together with significant support being given to the agencies involved. Developments in crime prevention in Europe differ markedly from North America in the team work between national and local agencies, the extent of the involvement of city administrations, the input from voluntary organizations, the involvement of researchers, and in the concerted action from many different parts of government. Each country has organized its developments in a particular way, although the European reports suggest a combination of these approaches.

The following is a list of options that Canadians and Canadian officials might consider.

National Committment to Crime Prevention

(a) Crime Prevention and Criminal Policy -

Crime prevention has been placed within a broader context of criminal policy in both France and The Netherlands. The French emphasize the need both to prevent crime and to enforce laws and punishment as complementary objectives. The overall objectives of Dutch criminal policy are to intensify crime prevention and bring about improvements in detection, prosecution and sentencing. By contrast, while the British have not articulated such clear objectives, their activities show a strong commitment to a criminal policy that is based on both crime prevention and criminal justice.

In consequence, a crime prevention policy for Canada might include an explicit statement with respect to a commitment to prevention as a complementary part of its criminal policy.

(b) National Crime Prevention Councils -

The French National Crime Prevention Council is an organization set up by decree with the Prime Minister serving as chairman to promote crime prevention nationally, regionally and locally. The national body involves legislators, mayors, national government departments and outside experts. It has a smaller executive body to take decisions which are then implemented by a small group of public servants.

It has demonstrated a way of stimulating discussion between legislators, public servants and voluntary agencies, while pursuing a successful policy of stimulating local crime prevention initiatives mostly within present budget limits.

The Dutch and the British have national inter-departmental committees on crime prevention that provide funds to local projects that meet their criteria. These committees have also worked to stimulate interest in crime prevention in departments for whom crime appears at first sight as a low priority. While there have been some successes in stimulating joint approaches, most have used the "make work" projects to provide jobs where opportunities for crime have been reduced.

A combination of the French type of council with a full-time staff like the British Crime Prevention Unit would promote effective crime prevention throughout the Federal and Provincial governments, the private sector and urban areas. Such a structure would be a significant development beyond the present

groups created around crime prevention week and general policy development.

(c) Funding -

Each of the countries has earmarked specific visible funds for crime prevention. If Canada were to spend at the same level as the three European countries then it would allocate funds as follows: $50 million under the British policy (L50 million per 49 million); $5 million under the French policy (43 million FF per 56 million people); and $10 million under The Netherlands policy (9 million guilders per year per 15 million people).

A Canadian crime prevention approach might commit similar amounts of money, either by re-allocating funds and assigning staff from federal and provincial ministries to Councils as was done in France, or by making a commitment that a fixed percentage of the criminal justice budget would be devoted exclusively to crime prevention.

Local Inter-Agency Crime Prevention

All the European developments stress the importance of local coordination of the agencies and services that might affect the prevention of crime. Establishing a national council with a responsibility to stimulate such activities could be one method. However there are many ways to facilitate local crime prevention. In this section, there are four such ways presented: (a) encouraging the development of local inter-agency councils with a responsibility for crime prevention, (b) ensuring that these councils made a commitment to effective prevention, (c) developing model projects, and (d) stimulating interest through conferences. All of these suggestions would need to be supported by the activities to be described in the last section, such as

education, training and exchanges, developing the police role, research and development, and the resource centre.

(a) Urban Crime Prevention Councils -

The three countries provide several different models for implementing crime prevention initiatives that are adapted to local needs and problems. The most comprehensive approach occurs in France where some five hundred local crime prevention councils now exist. Their membership is drawn from both local and national government as well as local organizations and individuals. The leaders are local politicians while the executive secretaries are usually senior municipal employees. Each year, the councils review the local crime problem, the response by the various agencies represented on the council, and plan initiatives for the future.

In England there are no councils as such, although efforts are being made to develop their crime prevention panels to play a greater role in analyzing and co-ordinating local responses to crime. In addition, NACRO workers serve as a catalyst to encourage inter-agency cooperation to meet the needs of residents in many poor housing estates.

In the Netherlands three party committees bring together police, prosecutors and city administrators to analyze their views about local problems and to co-ordinate needed action.

At the same time, some provincial governments have already established mechanisms for co-ordinating action on crime prevention. For example, there are several communities in British Columbia having inter-agency committees while Ontario has social planning councils which the police or others could use for co-ordinating crime prevention. Also the Manitoba government has

introduced legislation to establish a crime prevention centre and the New Brunswick government is considering some form of provincial crime prevention approach.

Councils similar to those in France would seem to be appropriate for Canada because they adapt crime prevention to local circumstances and involve not only the police and courts but also those responsible for the programmes that can influence the root causes of crime such as schools, employment, drug abuse, and recreation. In some areas inter-agency committees already exist for general co-ordination. For example, in some British Columbia communities crime problems could come up at these meetings with police or other agencies initiating the discussion.

(b) Crime Prevention Contracts -

The French have developed a specific contractual process to ensure that the local actors analyze in a collegial manner the nature of the local crime problems and the present responses before planning new or modified initiatives. In England, NACRO is attempting something similar. This process ensures both that programmes are targeted correctly and that local actors feel some ownership and, therefore, a commitment to the solutions.

Council of Europe members view these contracts as helpful to ensure that each actor understands the nature of their respective roles. These contracts also make it possible to monitor the various activities.

For Canada at both the national and provincial levels, this type of contract would seem to be essential to ensuring effective crime prevention.

(c) Model Projects -

Each of the countries has used model projects as a way of testing and/or demonstrating the problems of establishing or developing community crime prevention. It has not been possible to get any clear evidence of the impact of these model projects on crime, although both those running the projects and the commentators are impressed by the projects.

In France there were initially 17 model projects whereas there are now 500 councils, which is an impressive success story. The Dutch, and to a lesser extent the British, want to see their policies built on the conclusions from evaluations of the impact on crime of small experiments. By contrast, the French have not promoted independent evaluations of the impact of the projects on crime.

In Canada model projects have traditionally been used as a way of initiating and testing new ideas in crime policy. However there appears to have been some difficulty experienced in moving from the model projects to the establishment of a national policy.

(d) Conferences -

The three European countries have used national and regional conferences to promote community crime prevention. In addition the Council of Europe has organized the two major conferences in 1986 and 1987.

In England, the Prime Minister chaired the first of two national workshops at 10 Downing Street, where industry, citizens groups, public servants and politicians discussed generally what could be done for the prevention of crime. This has facilitated

some "networking" of key individuals and demonstrated to the public the commitment of the Prime Minister to the issue.

There are plans for Canada to be the host for a North American-European conference on crime prevention in Montreal in October, 1989. In addition, the Prime Minister could host a similar meeting to the British as a way of showing commitment, not only to enforcing the law, but to preventing crime through partnership between government agencies, the provinces and the private sector.

Supporting Effective Crime Prevention

(a) Education, Training and Exchanges -

Other than training for police crime prevention officers, none of the countries have given very much thought to university education or continuing education as ways of stimulating more interest in crime prevention.

The Barcelona meeting studied and adopted a recommendation to establish a European University Institute on Crime Prevention and Socio-economic policies as a way of promoting education, training and research on these issues. The project proposed a one year post-graduate course primarily for young persons interested in crime prevention, with two week seminars for those already involved in crime prevention activities, and the stimulation or comparative research. Among the aims of the Institute were to continue the interest in crime prevention and encourage the development of effective programmes.

The European Forum on Urban Security is promoting a variety of exchanges between persons involved in urban crime prevention. These include major conferences where 500 to 1000 persons come

together. They have also included workshops on each of the major themes of the conferences to help prepare the conferences. There are plans to organize exchanges from one city to another.

Canada could promote similar activities through organizations such as the Federation of Canadian Municipalities, as a way of promoting more community interest and ability in the crime prevention field.
There are several criminology programmes in Canadian universities. However, crime prevention is not a major focus of these nor do they offer specialized courses for the municipal employees who might be involved in crime prevention.
Accordingly, Canadian officials responsible for crime prevention might consider collaborating with the European Institute or consider establishing a similar Institute in Canada which could possibly be of interest to the USA as well.

(b) Police as a Catalyst -

In England and The Netherlands the police have been the major actors involved in promoting and implementing crime prevention. While there have been many activities undertaken from publicity campaigns to neighbourhood watch, their effectiveness in reducing crime has been limited. In France the police have only begun to take a major interest in crime prevention in recent years. In England in particular, the police role is changing to being one of the catalyst for crime prevention. The various training colleges are organising courses on prevention not just for police officers but also for urban planners and management.

In Canada the police commitment to crime prevention could be built upon by expanding the courses taught at the various police colleges to include students from the broad range of areas that

could be involved in crime prevention. An advanced level course for police crime prevention coordinators could be designed that would be specifically directed towards the type of crime analysis and committee organization that is now developing in Europe.

(c) Research and Development -

The British Crime Prevention Unit has been the locus of research and development of effective approaches to prevention. The Dutch research unit in their Ministry of Justice has had a similar role. The French gave a mandate to the National Crime Prevention Council, but this has not been a priority up to now.

In Canada some research and some experimental projects on prevention have been undertaken. Some of this has been conducted within the Secretariat of the federal Ministry of the Solicitor General and some within the Headquarters crime prevention unit of the R.C.M.P. However, these research activities have not been done as part of a coherent, co-ordinated, national policy on crime prevention. Hence, it would be appropriate to establish a research and projects unit similar to the British, but located within a National Crime Prevention Council, linked to education and training programmes and a Resource Centre (discussed below).

(d) Resource Centre -

In England a Crime Prevention Centre was established in the 1960s, primarily for police interested in crime prevention. This Centre organizes training courses, collaborates in the Cranfield conferences and generally provides information to those requested assistance.

As well the Crime Prevention Unit in the Home Office operates as a sophisticated clearing house, assisting in the

publication of a newsletter, publishing specialised research and common-sense reports, using highly trained researchers to do research and answer questions, and generally providing information to persons who contact them.

Neither France nor The Netherlands have similar clearing houses. The French National Crime Prevention Council facilitates the exchange of information through its staff. The Dutch Research and Documentation Centre has developed some researchers who specialise in crime prevention and a reference librarian who has been doing the major work on developing the European network on documentation centers.

The National Victims Resource Centre in Canada, currently located with the Ministry of the Solicitor General but in the process of being transferred to some other federal agency or department, appears to hold the basic documents that would be needed for a permanent Centre. However the French have demonstrated that projects develop because of resource people rather than documents. Consequently a resource centre should be linked closely to any National Crime Prevention Organization.

Conclusion

The developments in Europe suggest that Canadian representatives responsible for the crime problem should be considering making a national commitment to crime prevention in a manner that encourages making inter-agency crime prevention happen locally, with educational, research, and documentary support and with the police playing a role as catalyst, analyst and trainer.

CHAPTER 9: CONCLUSION

This report has presented an overview of trends in crime prevention in France, England and The Netherlands. It has described developments in both the Committee on Crime Problems and the Conference of Local and Regional Authorities of the Council of Europe as well as the creation of the European Forum for Urban Security. Finally, it has examined the nature of the problem facing these Europeans and how it differs from Canada and then concluded by listing options for crime prevention in Canada.

Crime and fear of crime are a serious problem, particularly in urban areas. They have grown in the last twenty-five years, despite large increases in police, courts and corrections and despite large increases in general social and educational programmes. In societies whose standard of living has generally improved, many people are suffering loss, injury and emotional trauma as a consequence of crime. The causes of crime lie largely outside the competence of police, courts and corrections, but apparently within the reach of social and educational programmes as well as economic policy.

In some cases the knowledge to prevent crime seems to be available, yet appropriate action is not taken. Sometimes this is because of lack of commitment; sometimes it is because of bureaucratic rivalries; sometimes it is because the information cannot be communicated to the local level.

All the developments that have been described here suggest that inter-agency cooperation at the local level is essential to preventing crime. Some suggest that better use must be made of analytical knowledge.

This report has not been able to analyze the differences in social, educational and economic policies between the three European countries and Canada. It has not examined the effect of other policies on crime, such as gun control or family law, because the European developments have targeted different issues. The nature of crime and societal response suggest that Canada should be addressing the extent to which its social, educational and economic programmes are adequately focussed on crime prevention at the local and national level. The extent of crime requires an explicit commitment to prevention with the links and the funds to make prevention an ongoing responsibility not just of criminal justice but also of those who influence the opportunities for and the causes of criminal behaviour.

APPENDICES

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PART A. NATIONAL TRENDS IN CRIME PREVENTION

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Council of Europe

APPENDIX B: REPORTS CONSULTED

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France:

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APPENDIX C: KEY DOCUMENTS

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TRANSLATION
FROM FRENCH

DECREES, ORDERS AND CIRCULARS

PRIME MINISTER

Decree No 83-459 of June 8, 1983, establishing a National Council and relating to departmental and communal delinquency prevention councils.

The Prime Minister, on the recommendation of the Minister of Social Affairs and National Solidarity, the Minister of the Interior and Decentralization, and the Keeper of the Seals (Minister of Justice),

Decrees:

TITLE I

NATIONAL DELINQUENCY PREVENTION COUNCIL

Art. 1 - A National Delinquency Prevention Council is established to advise the Prime Minister.

Art. 2 - The role of the Council is to:

Keep abreast of the various forms of delinquency and monitor their development;

Propose to the public authorities measures of any kind to prevent delinquency and reduce its effects;

Inform the public and make it aware of such problems.

The Council may be consulted by the Government on all matters within its competency, especially with regard to legislative or regulatory drafts.

It carries out or commissions studies and research that it considers necessary and receives those carried out, either at its request or on their own initiative, by the branches of the civil service.

It is kept informed of the work of the departmental and communal prevention councils.

It produces a periodic report, which is made public.

The National Council may divide itself into sections and form working groups to which persons who are not members of the Council may be invited to contribute.

Art. 3 - The Council is chaired by the Prime Minister. The chairman of the National Council is assisted by a vice-chairman elected from its ranks and by a general delegate appointed by decree.

The Council consists of ex officio members and sixty-eight members appointed by decree of the Prime Minister.

Art. 4 - The Prime Minister shall appoint by decree, for a three-year term, three deputies and two senators, designated by the president of each assembly, as well as thirty-five mayors and twenty-eight representatives chosen from employer associations and employee unions and from associations and organizations concerned with delinquency prevention.

When a position filled by decree falls vacant before the normal expiry of its term, a supplementary designation is made; the member so designated completes the term of his predecessor.

Art. 5 - The ministers responsible for the following portfolios, or their representatives, are ex officio members of the Council: Interior and Decentralization; Public Safety; Justice; Social Affairs; Defence; Economy, Finance and the Budget; National Education; Culture; Immigrants; Youth and Sports; Urban Planning and Housing; and Vocational Training.

Art. 6 - When, in the opinion of the chairman, a matter to be dealt with by the Council concerns a minister who is not represented on the Council, he shall inform the minister accordingly. The minister concerned may address his observations to the chairman and attend, or be represented at, the meeting at which the matter is discussed.

Art. 7 - The Chairman shall call a meeting of the Council as often as necessary, at least once a year. The meeting agenda shall be drawn up by the chairman. The council may hear anyone it deems useful to consult.

Art. 8 - There shall be a board to co-ordinate the work of the National Council and to propose an agenda. This board shall be headed by the vice-chairman, who is assisted by the general delegate, and shall consist of twelve members: the vice-chairman, four mayors, the representatives of the ministers of the Interior and Decentralization, Justice, Economy and Finance, Social Affairs, Recreation and two recognized authorities.

Art. 9 - The general delegate prepares the deliberations of the National Council and sees that they are carried out. He is assisted by rapporteurs or chargés de mission.

TITLE II

DEPARTMENTAL DELINQUENCY PREVENTION COUNCILS

Art. 10 - A departmental prevention council shall be established in each department, under the chairmanship of the commissaire de la République (formerly the prefect). The public prosecutor for the high court of the seat of the department shall act as vice-chairman of the council.

Art. 11 - The role of the departmental council shall be to:

Study the various forms that delinquency takes in the department, as well as their perception by the public;

Produce an annual report on the state of delinquency and on the measures taken to alleviate its effects;

Propose to the public authorities prevention measures geared to local conditions;

Encourage prevention and victim-assistance initiatives, as well as the implementation of undertakings of general interest in the department;

Facilitate the study of experiments conducted in this field.

Art. 12 - In addition to the commissaire de la République and the public prosecutor, the departmental prevention council shall consist of:

1. Nine elected representatives (ie, three members of the general council, to be designated by the president of that assembly; and six mayors, including the mayor of the seat of the department, to be designated by the commissaire de la République);

2. Eight government officials, to be designated by the commissaire de la République, including one correctional-education representative;

3. A person responsible for vocational training, to be designated by the chairman of the regional council;

4. A sentencing judge and a juvenile-court judge, to be designated by the general assembly of each of the departmental courts, who shall advise the departmental council;

5. Recognized authorities or representatives of associations or organizations interested in delinquency prevention, who shall act in an advisory capacity. These persons shall be designated by the commissaire de la République.

Art. 13 - Communal prevention councils of towns with a population over 9,000 may be represented on the departmental council, at their request, in an advisory capacity.

Art. 14 - The departmental committee shall meet when convened by its chairman. The meeting agenda shall be drawn up by the chairman.

TITLE III

COMMUNAL DELINQUENCY PREVENTION COUNCILS

Art. 15 - Any municipal council may establish a communal prevention council, if it deems one necessary.

The communal prevention council shall be a forum for co-operation between the central government and the commune, and shall:

Report on prevention measures taken in the commune;

Define the objectives and the co-ordinated initiatives to which the central government and the commune mutually agree to contribute, notably in the areas of victim assistance and implementation of undertakings of general interest;

Monitor the implementation of proposals or measures jointly decided upon. The original of the minutes in which these are recorded shall be kept by the commissaire de la République.

Art. 16 - The communal prevention council, under the chairmanship of the mayor of the commune, shall consist of an equal number of representatives of the central government and of the commune, to be designated by the municipal council.

The central government shall be represented by officials to be designated by the commissaire de la République, and the public prosecutor or his delegate.

A sentencing judge and a juvenile-court judge from the high court, to be designated by the general assembly of the court, may be called upon to take part, in an advisory capacity, in the proceedings of the communal prevention council.

Recognized authorities and representatives of associations may be called upon to sit, in an advisory capacity, on the communal prevention council; half of their number shall be designated by the commissaire de la République and half by the municipal council.

TITLE IV

MISCELLANEOUS PROVISIONS

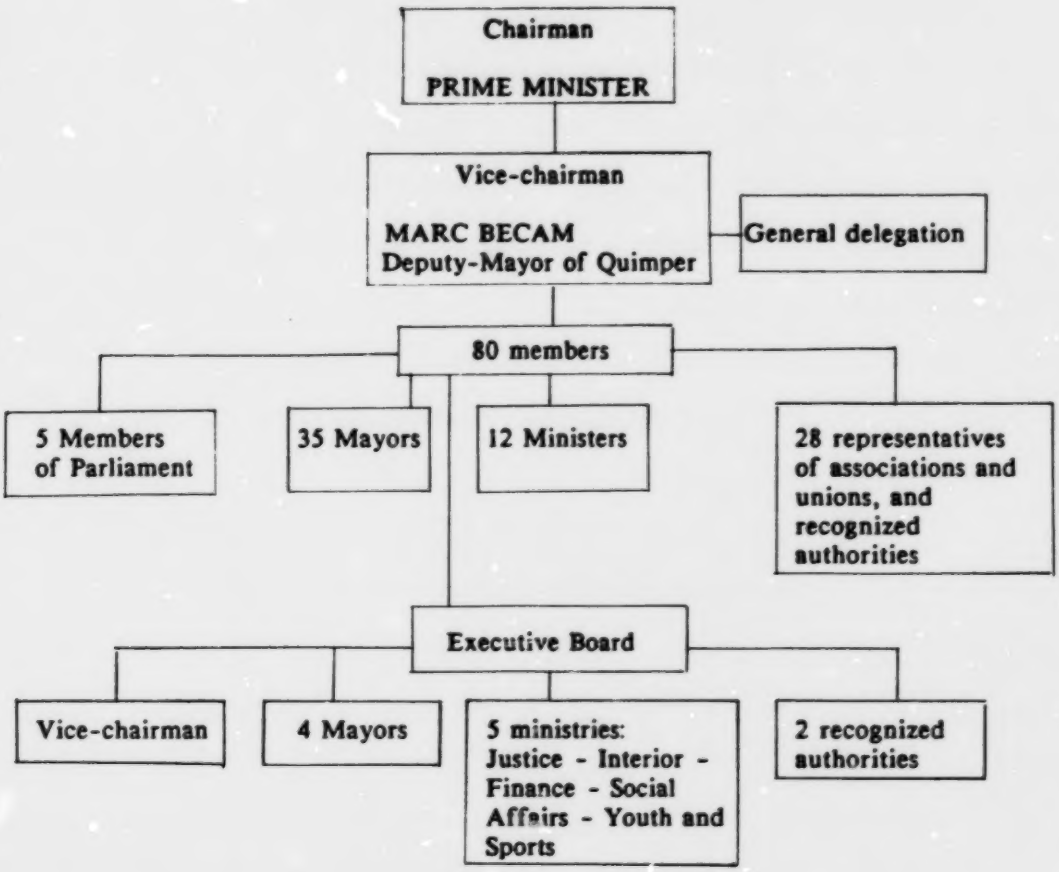
Art. 17 - Decree No 78-246 of February 28, 1978, is repealed. The staff and operational resources of the National Committee for the Prevention of Violence and Crime are transferred to the National Delinquency Prevention Council.

Art. 18 - The Minister of Social Affairs and National Solidarity, the Minister of the Interior and Decentralization, and the Keeper of the Seals (Minister of Justice) shall be responsible, in their respective capacities, for implementing this decree, which shall be published in the Journal officiel of the French Republic.

Paris, June 8, 1983

Pierre Mauroy

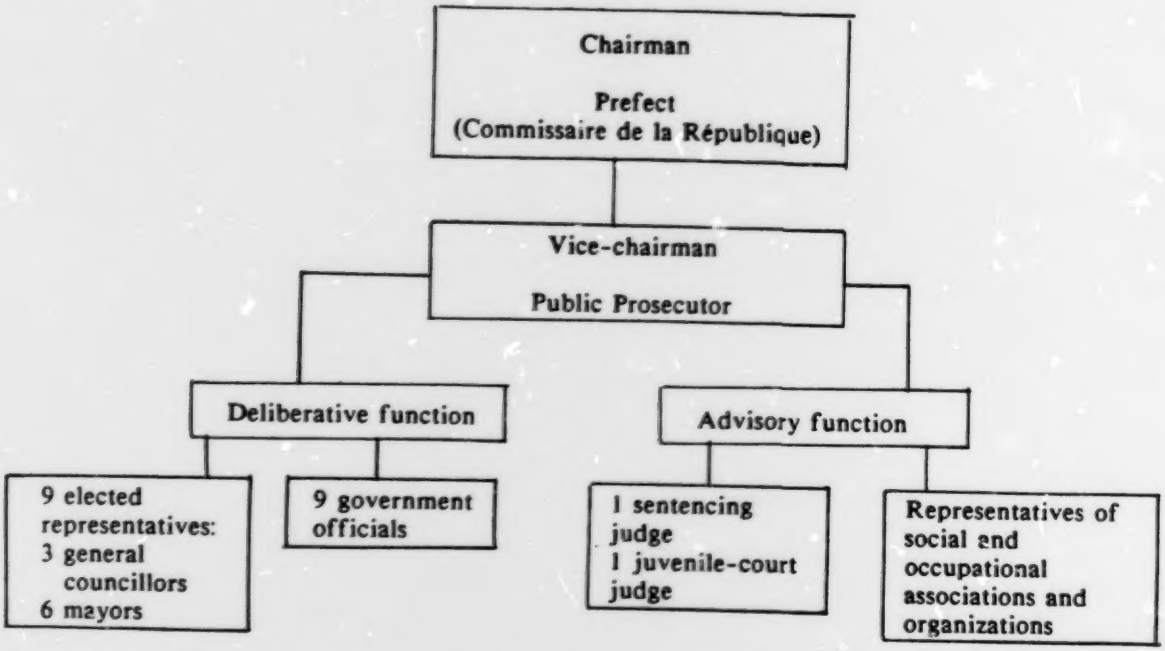
National Delinquency Prevention Council



The NDPC was established by decree on June 8, 1983.
The members of the NDPC are appointed for a three-year term. The current members were appointed by order on September 9, 1986.

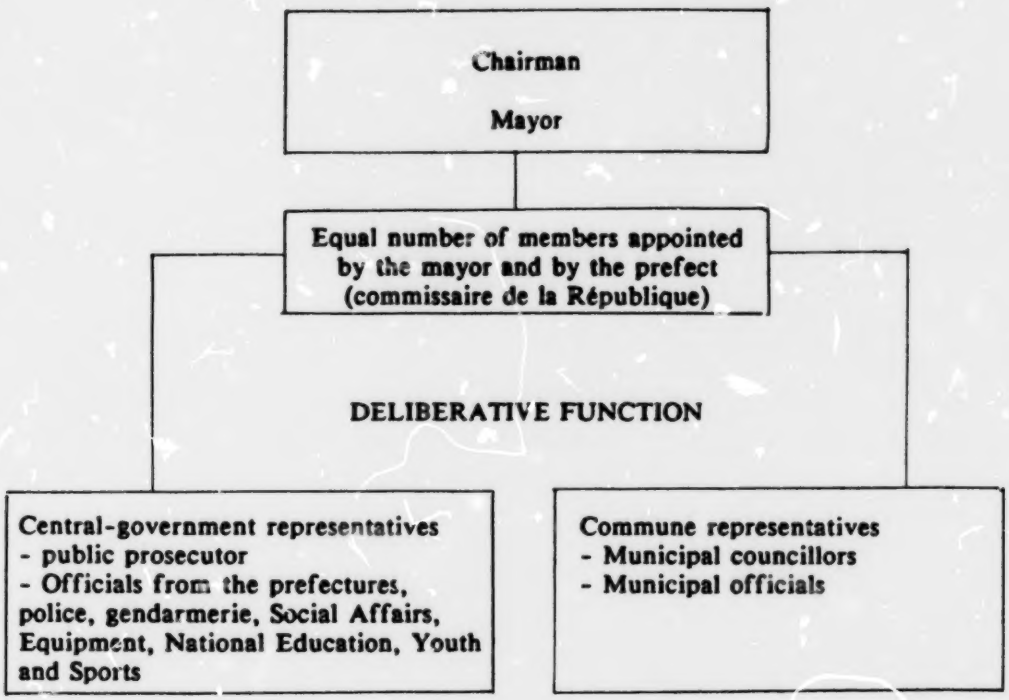
Role of the general delegation:
Assist the NDPC and its vice-chairman;
Prepare the decisions of the National Council and ensure their implementation;
Facilitate prevention throughout the country, keep abreast of developments in the various fields of prevention, handle relations with the different ministries;
Carry out or commission the necessary research and studies;
Provide assistance and advice to the communal and departmental councils with regard to the development, implementation and funding of their programs, in close co-operation with the various government agencies concerned;
Spearhead and co-ordinate a communications and information policy.
The general delegate has assistants taken from various sectors of the government administration, each responsible for one or more areas and one or more administrative regions.

Departmental Councils



A Departmental Council must be organized in each department by the prefect (commissaire de la République).
It clarifies and co-ordinates the delinquency prevention policy established by the communes and the department. It studies the local forms of delinquency and their importance in the eyes of the public. It proposes general approaches to prevention to the communes and the department. Where appropriate, it proposes to the central government a departmental preventive-action contract aimed either at the department as a whole or at several communes and requiring co-ordination and supplementary assistance.

Communal Councils


Chairman
Mayor
Equal number of members appointed by the mayor and by the prefect (commissaire de la République)
DELIBERATIVE FUNCTION
Central-government representatives
- public prosecutor
- Officials from the prefectures, police, gendarmerie, Social Affairs, Equipment, National Education, Youth and Sports
Commune representatives
- Municipal councillors
- Municipal officials
ADVISORY FUNCTION
- Representatives of associations
- Recognized authorities
- Sentencing judge
- Juvenile-court judge
- Lawyers

A Communal Council may be established by any commune which feels the need for it. It provides advice relating to the communal prevention policy established by the municipal council. It also undertakes and co-ordinates local initiatives in this field, in close co-operation with the local public or private organizations concerned. Several communes may join together to form an intercommunal council.

HOME OFFICE

DEPARTMENT OF EDUCATION & SCIENCE

DEPARTMENT OF ENVIRONMENT

DEPARTMENT OF HEALTH & SOCIAL SECURITY

WELSH OFFICE

Home Office Circular 8/1984
Department of Education & Science Circular 1/1984
Department of Environment Circular 1/1984
Department of Health & Social Security Circular LAC (84) 1
Welsh Office Circular 1/1984

The Chief Officer of Police
The Chief Probation Officer
The Chief Education Officer
The Director of Social Services
The Education Officer ILEA

The Clerk of the Police Authority
The Chief Executive of Metropolitan and Non-Metropolitan County Councils and Metropolitan and Non-Metropolitan District Councils
The Clerks to the London Borough Councils
The Director General of the Greater London Council
The Clerk to the Common Council of the City of London
The Clerk of the Health Authority

30 January 1984

Dear Sir

CRIME PREVENTION

A primary objective of the police has always been the prevention of crime. However, since some of the factors affecting crime lie outside the control or direct influence of the police, crime prevention cannot be left to them alone. Every individual citizen and all those agencies whose policies and practices can influence the extent of crime should make their contribution. Preventing crime is a task for the whole community.

2. Recent discussions between Ministers and between central government officials and representatives of the police, local authority associations and chief executives have considered what more might be done to prevent crime. While

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acknowledging that much has been achieved by the police and local agencies, all involved are conscious of the need to build on existing local arrangements within which all whose policies affect the commission of crime can work together. This circular is therefore issued jointly by the Home Office, the Department of Education and Science, the Department of Environment, the Department of Health and Social Security, and the Welsh Office to encourage a greater awareness of potential for crime prevention in such arrangements. The circular does not lay down detailed guidelines but indicates some of the factors to be taken into account by those designing and carrying out local measures against crime.

3. Experience indicates that a sound policy towards crime prevention should take into account the following points:

a. effective crime prevention needs the active support of the community. The methods used by the police are constantly improving but police effectiveness cannot be greatly increased unless the community can be persuaded to do more for itself;

b. crime prevention schemes are more successful where the police and local agencies work together in a co-ordinated way towards particular aims;

c. patterns of crime vary greatly from one area to the next. Preventive measures are therefore more likely to be successful when designed to reflect local characteristics and focused on particular types of crime;

d. whilst there is a need to address the social factors associated with criminal behaviour, and policies are continually being devised to tackle this aspect of the problem, these are essentially long-term measures. For the short-term, the best way forward is to reduce through management, design or changes in the environment the opportunities that exist for crime to occur.

4. A growing number of crime prevention schemes in operation up and down the country are taking account of some or all of the features mentioned above. Some areas of co-operation are already well established, for example in connection with young people. This circular is to encourage good practice in all localities. For local authorities the aim should be to ensure that those involved with planning and provision of services always take account of the scope for preventing crime in their day to day activities, even where the potential for this may not be immediately apparent. Essential to this is the systematic exchange of information between local agencies. The police will no doubt wish to review and broaden their crime prevention activities in relation to local agencies.

5. It is neither practicable nor appropriate to lay down how the broad approach outlined above should be translated into practice since the arrangements made and procedures adopted will need to be closely tailored to local circumstances. There are however certain elements that are likely to be central to the development of preventive activity. These are set out in the following paragraphs.

Consultation

6. The public can only be expected to help in preventing crime where initiatives against it reflect their own perceptions and concerns: otherwise their involvement would almost certainly be minimal. This indicates a need for methods by which the community's fears and concerns can be assessed, and for the formation of closer links between the public and those holding positions of authority.

7. Some existing groups, such as police authority committees, "Scarman" consultative committees, crime prevention panels and the local inter-agency committees being sponsored through the new DHSS intermediate treatment initiatives are already well suited to communication and consultation about crime. Others, such as community councils or neighbourhood associations, also have a part to play and in some cases need to be made aware, perhaps by the police, of the contribution that they can make and to be drawn into discussions. Here there are obvious and important roles for local councillors. Not only can they stimulate interest within the council but also bring to the attention of appropriate agencies the particular aspects of local crime causing concern to those they represent.

Information on local crime problems

8. Successful local initiatives must reflect local circumstances. Information will therefore be needed from the police on local patterns of crime and will need to be as detailed and specific as possible. Much information is available about the social conditions in which offenders have been brought up and now live and about the physical targets of crime. Often what is lacking is systematic collation of information about the circumstances surrounding particular types of offences, which is necessary if they are to be successfully combated. Examining the situation in which an offence takes place can often reveal a wide range of preventive measures.

9. The police are an obvious source of data. It would be helpful if police forces would make available to local authorities within their force areas aggregate data obtained from their analysis of local patterns of crime. In this context it is the collection and collation of aggregate data which may have a bearing on crime and not information about identifiable individuals: and this circular is not intended to alter or extend in any way such arrangements as exist between agencies for the exchange of confidential information. Local authority departments in particular are likely to be useful sources both of information directly about crime, such as vandalism of school buildings and on housing estates, and of the social and demographic data necessary to place crime in its local context. Such data might, for example, include information about housing stock, population characteristics, and perhaps transport and recreational facilities in areas noted for high levels of crime. Public utilities may also be helpful here. For example, information on criminal damage to meters will be held by Gas and Electricity Boards. Other possible sources of data include commercial and industrial companies and statutory and voluntary agencies. What is being proposed is not additional, unproductive work, but a more systematic use of available statistics.

10. It is recognised that a useful start has been made by some agencies in collating information from a number of sources, enabling full advantage to be taken of existing knowledge and expertise. It is felt, however, that more could be done to draw in all agencies that hold such information in considering the crime prevention dimensions in their planning.

Preparation of policy options, implementation and monitoring

11. An analysis of the situation in which particular offences occur can reveal a wide range of possible preventive measures. Action to make crime more difficult to commit can be of various kinds and achieve an effect in different ways. For example, the use of security hardware provides physical protection for commercial and industrial as well as residential premises. The security of blocks of flats may be improved by the installation of entryphones and

closed-circuit television; similarly, adequate caretaking arrangements can also make a useful contribution to crime prevention. Measures can also be taken to increase the risk for potential offenders, having the effect not only of deterring them but also of reassuring the law-abiding. For example, by improving levels of street lighting in places where crime and the fear of crime is prevalent. On a larger scale, good housing and estate design can enable residents more easily to keep an eye on their homes and neighbourhoods. This tends to encourage a community spirit in which residents are more willing and able to prevent crime. Additionally, local arrangements for the repair and maintenance of housing stock may be relevant to crime prevention. Priority might be given for example, to the repair of property that has been vandalised, not only for its own sake but to make it less likely that further vandalism will occur. The rapid re-letting of vacant property also serves to reduce the opportunity for vandalism. These examples suggest that there are gains to be made in the adaptation of existing procedures and programmes.

12. Structure and local plans will already include policies and proposals directed to meet social needs and problems, including their likely impact on different groups in the population, and will naturally include issues relevant to this circular as part of their overall approach. Provision for leisure facilities in local plans, for example, is desirable in terms of planning policy generally but may also be helpful in diverting young people from crime. The possible influence of proposed land use development on crime will be unlikely to determine whether planning permission is granted or refused. Nonetheless local planning authorities will, not least through their consultations with the police, be aware of the benefits of incorporating in public and residential areas features designed to reduce crime and will wish to take these into account in their discussions with developers.

13. Measures that concentrate more specifically upon the offender are based on the assumption that criminal behaviour can be reduced by supporting the individual and by improving social conditions. In the social work area there is now increasing emphasis on keeping young offenders as far as possible within the community, using domiciliary and community-based provisions rather than residential or custodial. In the education field the scope for contributions by education authorities may be particularly wide, centring on the schools' and parents' concern with the development of responsible behaviour and self-discipline in children and on the work of the youth service with young people. Attention has already been focused on the causes of truancy and why it is that delinquency occurs more in some schools than in others; and upon concentrating the role of education welfare services on the reduction of truancy. The 1982 report of HM Inspectors of Schools on Police Liaison with the Education Service suggested that there was room in some areas for greater local collaboration between the police and education service. Additionally, education authorities can help to reduce the opportunities for crime through the design, maintenance and care of educational buildings and, where resources permit, the dual use of school facilities.

14. Special projects, studies and experimental schemes can help considerably in the adaptation of standard procedures and programmes. One useful report was the DOE's Housing Services Advisory Group publication "Security on Council Estates". The Home Office Research and Planning Unit has carried out several detailed studies, such as those on vandalism and burglary; and the Department of the Environment's Priority Estates Project has indicated several ways in which housing management working with other agencies can play its part in the reduction of crime and the fear of crime. The same is true of the many similar projects set up by NACRO, which have a focus on vandalism and crime prevention.

15. In devising preventive measures, it may be appropriate for local authorities to look to existing working arrangements to ensure that due account is taken of crime prevention in preparing policies and that, in this context, arrangements for liaison between departments are satisfactory. As an aid to this it might be helpful to identify individuals (initially, perhaps, at chief officer/director level) to whom the responsibility would fall for ensuring that there was a crime prevention dimension in policies and procedures. This is a matter on which local authority Chief Executives might wish to consider taking a lead in collaboration with their colleagues in the police service. The way in which further discussion can best proceed will vary from place to place but it is likely that, at a minimum it should involve the social, health, probation and recreation services and the departments of planning, education, housing and highways. This consultation process might, where appropriate, bring in community and voluntary groups, the churches and representatives of local industrial, business and commercial concerns, and the news media. In urban areas where there are Inner City Partnerships or Programme arrangements these should be included in consultation.

16. These discussions might result in the development of a co-ordinated crime prevention plan for an area. Such a plan would need to be based on specific objectives wherever possible agreed by all those concerned with, or affected by, its implementation and should be endorsed both by local elected representatives and relevant local government departments and agencies, including the police. Support from the local private sector would strengthen the plan. To serve a useful purpose, it should include practical proposals and the necessary administrative arrangements, at working level, for implementation. As far as possible the plan should seek to modify continuing policies and practices rather than introduce wholly new bodies of work. In some cases there might be a need to experiment locally before proposed modifications are more widely adopted.

17. Because of the difficulties which can arise when implementing crime prevention initiatives such as those described in paragraph 11 it will be vital to monitor, in accordance with accepted practice, schemes or policies to ensure that they are having the effect desired. It is also particularly important that the lessons learnt from monitoring a particular scheme are brought to the attention of management teams considering the introduction of preventive initiatives in other comparable fields.

Role of Central Government

18. It is clear that crime prevention initiatives cannot follow any centrally prescribed blue-print and must develop on a local basis. Central departments do, however, have an important role to play in working towards the establishment of a climate in which crime prevention is accepted as a significant and integral goal of public policy, both centrally and locally. In the course of an interdepartmental review established in 1982 by the Home Secretary, all the departments jointly issuing this circular examined their policies and considered what more they could do to prevent crime. This review has led to a number of useful initiatives.

19. One task for central government is to ensure support is given to local initiatives in the form of the dissemination of information and ideas, and of advice in tackling problems and evaluating initiatives. As a modest start in providing this support the Home Office has established a Crime Prevention Unit. The Unit is drawing together Home Office resources presently devoted to crime prevention and will seek to develop crime prevention thinking. It will work with the police, local authorities and others in designing and evaluating crime prevention projects. It also aims to disseminate information about promising local initiatives and will be available to give advice on the development of crime analysis and local surveys. The Unit is located in the main Home Office building in Queen Anne's Gate, London SW1H 9AT.

20. Other central departments are playing their part. Urban programme support, for example, is available for local authority projects or those of voluntary organisations that contribute to the prevention of crime or the alleviation of its effects. Ministers wrote to the leaders of Inner City Partnership and Programme authorities last year encouraging them to consider the inclusion of such projects in their Inner Area Programmes. DHSS will continue to make direct grants to suitable voluntary organisations for projects that bring together community interests in the field of juvenile offending. Support and advice will also be available from the Inspectorates of the relevant Departments.

Resources

21. It is natural for local authorities to look to central government to provide additional resources for crime prevention activities. The Government is, however, already making money available in support of activities directed at the prevention of crime and alleviation of its effects. In the previous paragraph we mentioned urban programme funding and the funding by the DHSS of a wide range of initiatives for the reduction of juvenile delinquency. Furthermore, projects under way indicate that private charities, commercial organisations and other bodies are often willing to donate funds to assist local crime prevention schemes in which they have an interest. Projects requiring manpower might usefully seek the involvement of members of voluntary groups. Taken together the suggestions in this circular do not call for a net increase in expenditure; they concern a redirection of effort or of existing resources. For example, it does not necessarily cost more to site street lamps in such a way that they light areas where crime or fear of crime is high. The extra cost of fitting better locks on doors of council estates is likely to be smaller than that of making good even a small amount of burglary damage. The purpose of this circular is not to invite local authorities to incur additional expenditure; it is to argue for the prevention of crime to be given its proper place among priorities when allocating resources between them.

Conclusion

22. Prevention can form only one part of the strategy against crime. However, there is a growing recognition within the police service and elsewhere of the scope for placing greater emphasis on preventive measures. This does not mean that progress in the prevention of crime will be achieved quickly or easily. Nonetheless, much useful activity is already under way; this must be built on to ensure that the potential that exists in the community to prevent crime is fully harnessed. A co-ordinated response is required at all levels: from members of the public, both as individuals and within agencies, and by agencies working together. If crime is to be reduced, prevention must be given the priority it deserves and must become a responsibility of the community as a whole.

Yours faithfully

Brian Gibbens

Home Office

D.F.S. Hamilton.

Department of Education & Science

Department of Environment

Department of Health & Social Security

Home Office

Welsh Office

COUNCIL OF EUROPE

CONSEIL DE L'EUROPE

STANDING CONFERENCE OF LOCAL AND REGIONAL AUTHORITIES OF EUROPE

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Conference on the reduction of urban insecurity

Barcelona, 17-20 November 1987

Final declaration

Ajuntament de Barcelona

CONSELL DE SEGURETAT URBANA

Strasbourg 1988

INTRODUCTION

1. Approximately 800 persons, including mayors and representatives of local and regional authorities in Europe; officials from national and city administrations; representatives of police services and associations; magistrates and representatives of prison administrations; members of university and research institutes; organisations concerned with youth policies; specialists dealing with rehabilitation of victims and offenders; members of the medical profession concerned with drug abuse; officials and experts responsible for the physical and social urban environment, eg architects and town planners, representatives of community associations and groups, social workers, etc, met at Barcelona from 17-20 November 1987 to take part in an international Conference on "the reduction of urban insecurity".

2. The Conference was organised by the Standing Conference of Local and Regional Authorities of Europe (CLRAE) and the City of Barcelona with the support of its Commission for Urban Security.

3. The participants came together to discuss local policies for the reduction of urban insecurity, covering six main areas:

i. the social development of neighbourhoods, participation and the reduction of insecurity and urban violence;

ii. local policies and experiences concerning the rehabilitation of victims and offenders;

iii. statistics, data banks, victimisation surveys and the possibility of creating a European data bank for security and crime prevention;

iv. the role of the police, particularly their relationship with the community as a whole and the participation of local authorities in the action of police services;

v. the relationship between the urban physical environment and the reduction of insecurity, eg town planning measures which might be taken to reduce the level of urban delinquency;

vi. the relationship between drug abuse and crime; and local authority policies for the prevention of drug abuse.

4. Major statements on these themes were made by invited national, regional and local political figures; the themes were examined in working sessions and case studies were presented from different towns in Europe highlighting significant innovative approaches to deal with urban delinquency.

The participants:

5. - Wish to record their gratitude to the Standing Conference (CLRAE) of Local and Regional Authorities of Europe and the City of Barcelona for having organised the Conference and to the cities which hosted the preparatory seminars for the Conference themes (London, Montpellier, Barcelona, Turin and the Hague);

6. - Recall the objectives of the Conference as an exchange of information and experience between local authorities on policies and strategies for dealing with urban insecurity and violence;

7. - Recall Resolution 163 of the Standing Conference on "Security in Towns";

8. - Approve the development of the urban policies work programme of the Council of Europe based on the principles of the European Campaign for Urban Renaissance which highlighted strategies aimed at improving the quality of urban life and note that a fundamental part of this work programme, currently conducted by the Standing Conference is based, in part, on the organisation of international conferences;

9. - Support the results of the Strasbourg Hearing on "Urban Violence and Insecurity: the Role of Local Policies", September 1986 which represented a major united international attempt to explore the range of local policies for the prevention of crime in urban areas;

10. - Welcome the national institutions which have been created in some member countries to deal with crime prevention in a co-ordinated way, bringing together the different actors, officers and public authorities responsible for crime prevention;

11. - Welcome the present Conference and its six themes as an in-depth attempt to examine the interrelationships of crime prevention policies in European towns and valuing the professional exchange of contact made possible by it;

12. - Wish to mark their concern at the levels of violence and delinquency in European towns and underlining that crime results in loss, injury and emotional distress to victims and their families;

13. - Believing that there is no liberty without security and that crime prevention should top the political agenda;

14. - Wishing for the purposes of this Conference to define crime as being that concerned with petty and general delinquency and vandalism, these constituting the main sources of insecurity, rather than organised crime or political terrorism;

15. - Considering that there is insufficient transfer of knowledge between countries;

16. - Believe that levels of crime can be reduced if different approaches and attitudes are adopted;

17. - Wish to present the following conclusions, structured around:

A. an analysis of the <u>current</u> situation of local authorities in combatting crime;

B. proposals for <u>future</u> local policies and strategies;

C. recommendations to member countries of the Council of Europe and its Standing Conference of Local and Regional Authorities.

A. ANALYSIS OF THE CURRENT SITUATION OF LOCAL AUTHORITIES IN COMBATTING CRIME

General

1. In many of the industrial democracies, police statistics suggest dramatic rises in common crime over the last twenty years. Such crime, a particularly urban phenomenon, has its roots in social and economic causes (social alienation, high unemployment, urban decay, racial problems) producing frustration, bitterness, and anger, especially among deprived and under-privileged groups.

Studies show crime rates to be highest in poor, disadvantaged areas, where access to recreational, health and educational services may be lacking, where poor-quality and crowded housing conditions exist.

2. On top of the objective reality of urban delinquency, there is a high level of subjective fear of crime felt by the local population. This feeling of insecurity, the fear of crime and the fear of being a victim of crime are the major concerns of town dwellers. It is an anxiety which does not necessarily stem from the most serious crimes, but primarily from minor offences, which accumulate and potentially affect every member of the community.

3. Although crime prevention is well studied and documented, there is still no significant advance in reducing the level of delinquency. Central and local government are not always capable of analysing or dealing effectively with the complicated causes, for a variety of reasons; for example, local authorities do not always have up-to-date information on current techniques dealing with crime in urban areas; there is inadequate transfer of information between the different categories and sectors of professionals called upon to deal with the problem.

Above all, the process of implementation of existing machinery is difficult, because of the traditional divisions between different sectors, creating ineffeciency, irrational use of manpover, equipment and money and leading to recrimination between the various professions involved.

Such deficiencies lead to a groving lack of confidence of the public in the criminal justice system and occasionally give rise to a fortress-like mentality and the privatisation of security, a particularly dangerous response implying that authorities have relinquished their own responsibilities.

4. In relation to the six themes of the Conference:

i. The social development of neighbourhoods

The concentration in the same neighbourhood of sections of the population which have increasingly difficult economic and social problems has caused, in many countries, deterioration of the social fabric and of th -ense of community, in themselves necessary if delinquency and the sentiment of insecurity are to be reduced.

Such communities are characterised by an accumulation of factors such as:

- a breakdown of family life;
- the loss of community identity and the development of a feeling of alienation;
- the lack of involvement of tenants in the management of housing;
- the lack of collective facilities (creche, leisure, sport facilities etc);
- an increase in scholastic absenteeism, problems at school and academic failure;
- lack of respect of social, racial and ethnic differences;
- particular problems of specific groups (women, elderly people etc) - above all, acute problems of youth unemployment.

Although social development of neighbourhoods is generally recognised as a method which will help reduce levels of delinquency, it cannot be achieved in an efficient manner without the development of national and regional policies for employment, social protection, housing and integration of ethnic minorities, or without the real participation of inhabitants in changes in their living conditions.

ii. The reinsertion of offenders and the rehabilitation of victims

Shortcomings exist in the reinsertion and rehabilitation of victims and offenders. Too often, too much emphasis and financial support is placed on a punitive system rather than a system of reinsertion and rehabilitation.

This exaggerated emphasis on the use of imprisonment is expensive: the cost of associated buildings and of the running of prisons is high.

iii. Statistics, data banks and victimisation surveys

Not enough information or data exists for the public and professional authorities on the scope and incidence of crime and where this exists, it is not sufficiently well co-ordinated or used.

Calculating the real incidence of crime is rendered difficult by the absence of accurate victimisation surveys.

iv. The role of the police

The police play both a repressive and preventive role. Although prevention is not the responsibility of the police alone, it must take the lead in encouraging good crime prevention action by the public.

The closer the police can be involved with the public in their daily work, the better will be the level of crime prevention. Good police/public relations must be pursued by the police and the local authorities. Crime prevention campaigns conducted by the police are equally effective at national and local level but must be complementary.

Police and local authorities must be aware of crime prevention measures taking place internationally so that they can identify and adopt best practice.

v. The physical urban environment

There is a direct correlation between crime and housing, in terms of its layout, standards, maintenance and types of management.

Certain forms of urban development, eg high-rise tower blocks, inadequate open space, poor quality of the urban environment have an adverse effect on human behaviour.

The importance of good quality urban space as a means of maintaining psychological equilibrium is not always respected.

A badly conceived housing policy (demolition and rehousing elsewhere of inhabitants) leads to the loss of the familiar environment, creates a climate of tension and insecurity, provokes a breakdown of collective life and can lead to a growth in delinquency.

Yet despite this realisation, urban planning and design have until comparatively recently paid little attention to safety in cities and few professionals have any training or experience in planning and designing for safe and secure communities.

vi. Policies for dealing with drug misuse

Drug misuse and delinquency contribute to the climate of insecurity in our cities. However, and despite the fact that there is an obvious relationship between drug misuse and delinquency, links of causality between these two phenomena are difficult to identify. The same psychosocial problems often underlie both delinquency and drug misuse.

Within drug-related delinquency, it is important to clearly distinguish direct delinquency, ie offences committed under the effect of a substance, and indirect delinquency, which aims at obtaining money to finance drug misuse, and inducted delinquency inasfar as drug misuse itself is regarded as a crime.

Drug misuse, because it takes place outside socially accepted behaviour, may be a first step or an accelerating factor in a criminal career.

The community often lacks reliable, accurate information on the real size and nature of the drug misuse problem because of the illegal and underground character of misuse and because the indicators available are limited and partial, and the statistical system is inadequate. Moreover, official data reflect the action of the public sector at a given moment rather than the real extent of the phenomenon. This makes it more difficult to formulate effective policies in this field. In the absence of objective information and of reliable data, public perceptions of the phenomena may become exaggerated by rumours or underestimated by the silence which is sometimes chosen to hide the problem. Both rumours and silence reflect attempts by the population to respond to this problem and must be taken into consideration when formulating policies.

B. AS A CONSEQUENCE OF THE FOREGOING ANALYSIS, PARTICIPANTS WISH TO SUGGEST THAT:

1. A stronger political will and, above all, new policy instruments are required to bring a greater and more effective response to urban delinquency;

2. Cutting back persistent violent offenders requires targeted intervention in family, youth employment, school and housing;

3. Prevention policies imply co-ordination of policies for justice, education, teaching, training, employment, health, culture, housing and leisure;

4. There is a need for an overall departmental inter-institutional and inter-disciplinary scheme worked out jointly by central, regional and local government, ie a concerted approach looking at prevention and rehabilitation;

5. It is necessary to devise a thorough knowledge of mechanisms which generate, alter and alleviate the feeling of insecurity. Equally, it is important to identify which social groups are most seriously affected by the problem;

6. Dealing effectively with crime prevention means major investment in inner cities and co-operation to this end between the public and private sectors;

7. The underlying aim should be a new concept of urban order drawing on public support and co-ordination between the police and the various institutions with a view to replacing, at least in part, a punitive system by one for prevention, rehabilitation and compensation;

8. Special measures are required to resolve the fear, and not just the reality, of crime;

9. A national comprehensive approach is not always capable of being adapted to a variety of local situations; pragmatic field related policies are just as important, particularly if conducted at local level.

Local authorities are best able to conduct an approach dealing comprehensively with alternatives to imprisonment, community policing, combating illiteracy, promoting civic education and dealing with research and communication;

10. Preference should be given to programmes for small-scale, diversified ventures tailored to the local situation in each district, in preference to "mass" prevention;

11. Training periods conducted in common for different social workers and planners and policemen should be organised, not in order to provide them with ready-made solutions which they merely have to apply, but to teach them to diagnose the problems facing them and to prepare an action programme to be carried out jointly;

12. Security and crime prevention are not only a matter for "specialists" but for the entire community;

13. Conciliation agencies at local level for minor petty disputes could be created;

14. Recommend in particular, in relation to the six themes of the Conference:

i. SOCIAL DEVELOPMENT OF NEIGHBOURHOODS

The social development of neighbourhoods is a necessary step in the prevention and reduction of delinquency. It implies:

Participation of inhabitants

The participation of inhabitants should be at the basis of all programmes for community and social development of neighbourhoods; those include programmes for environmental improvement, involvement in the planning, manning and development of public services, the creation of workshops aimed at stimulating employment.

Partnership and co-ordination of services

The social development of neighbourhoods implies work in concert between administration, civic amenity groups, associations of inhabitants and the population in order to achieve a synergy in the improvement of the living conditions of inhabitants.

This co-operation between different partners works best if the representatives of the different institutions working within neighbourhoods are, as far as possible, localised in these neighbourhoods.

This is particularly true for training and recycling programmes, social development schemes, general work of prevention and in respect of police services which should try to achieve a balance between the necessary knowledge of a neighbourhood and its population and the obligation to maintain a minimum of independence in relation to the local population.

Such partnership means new methods of professional organisation, new attitudes and new procedures; it means the establishment of training programmes derived through reference to common norms as defined, for example, by a European research and training centre.

Decentralisation and neighbourhood democracy

Effective participation of inhabitants and the co-ordination of action of different partners in major urban areas also implies a political organisation of towns which takes into consideration the requirements of democracy at all levels, including that at the level of neighbourhoods (local neighbourhood mayors, neighbourhood and residents' associations).

The important role of the state

In addition to its particular responsibilities in respect of employment, social protection etc, central administration has an important responsibility in terms of the social development of

neighbourhoods, particularly in respect of a global analysis of problems, dissemination of information and experience, the evaluation of programmes and actions.

In order to fulfil these responsibilities, it is necessary to encourage contracts between central, regional and local governments with a financial, logistical and administrative support.

Combatting scholastic absenteeism and problems at school

Educational and training achievement and level is of fundamental importance in determining access to jobs. In this perspective, work should be conducted in order to promote the involvement and intervention of different partners in and around the school; opening of the school to its economic and cultural environment, in order to obtain an improvement in the level of educational attainment of young people.

Combatting scholastic absenteeism and scholastic problems means more co-operation between teachers, parents and schoolchildren.

The action of young people, themselves having experienced scholastic difficulties, in support of other members of their family, also is of value.

It is often necessary to develop activities aimed at improving the social capacity of young people, as a prerequisite of any action concerning professional qualifications and employment. Such action is aimed at helping young people in difficulty to be more socially at ease (information on administrative procedures, etc).

Promoting activities of and by young people

It is indispensable that programmes be developed which aim at the encouragement of initiatives by young people themselves, within their own neighbourhoods.

Such initiatives would help young people to be involved directly with social change and development of their neighbourhood and permit them, through the acquisition of knowledge of new technology, to help affirm their own identity.

This could take the form of various activities, ranging from participation in housing rehabilitation, improvement of public and open space, development of political and sporting activities (outside organised sporting federations), activities of cultural development, such as music, theatre or in the communication industry, eg running of local radio stations etc.

Integration of ethnic minorities

In harmony with national policies for the integration of foreign communities, the social development of neighbourhoods should include the participation of ethnic minorities in the daily life of their areas.

The different ways of life of such communities, constituting an enrichment of the social environment, should be respected and if necessary particular measures taken in order to guarantee the individual expression of these communities. Such actions should take particularly into consideration:

- housing questions, in avoiding too heavy concentrations of disadvantaged groups, itself conducive to social rejection;

- training and teaching, combining a rapid understanding of the language of the host country with the maintenance of minimum links with original cultures.

ii. LOCAL STRATEGIES FOR THE REINSERTION OF DELINQUENTS AND REHABILITATION OF VICTIMS

The prevention of urban insecurity cannot be left to state bodies alone but is a collective responsibility, as emphasised in the Recommendation of the Committee of Ministers of the Council of Europe adopted on 23 June 1983, on public participation in criminal policy.

The policy of participation should be prepared and implemented in local consultative bodies characterised by co-operation between different parties.

These bodies should seek the rehabilitation of victims, ie avoid all forms of exclusion by promoting their access to different forms of assistance (judicial, health, social, education, psychological support, occupational retraining ...).

The rehabilitation of delinquents and victims are not independent questions but are linked by the interaction of their effects. Promoting rehabilitation of delinquents reduces the likelihood of recidivism and the risk of creating new victims. Helping victims helps with public acceptance of a criminal policy stressing rehabilitation of delinquents.

A special effort is called for from local authorities which, in consultation with the judicial authorities, should set up structures of conciliation between victims and delinquents adapted to the specific situation of the districts in a municipality and aimed at recreating a peaceful society and communication between citizens:

<u>In respect of the rehabilitation of victims</u>

National agencies for victims support to provide information, advice and emotional support for victims of crime and their families should be established. This should be made up of representatives from different sectors (police, social services, medical services and voluntary agencies) working with interested individuals.

All agencies which come into contact with victims of crime and offenders should be aware of the effects of crime and take all necessary steps to ensure that the victims' interests are protected at all times.

Information about the effects of crime and the needs of victims should be published widely amongst the public.

Information and advice about the process of criminal justice and available sources of compensation and support be provided to all victims of crime at the earliest opportunity.

The principle of full compensation of victims' damages, whatever their origins, be confirmed as an objective for European countries.

In respect of the reinsertion of offenders

Prisons should only be used as a last resort. Local government has a considerable role to play:

- in working, in collaboration with the courts and other appropriate bodies, to develop a range of non-custodial alternatives to prison, such as community service work, and in pressing for legislation to facilitate the use of such measures;

- in the care and resettlement of offenders in the community;

- in working in partnership with the appropriate organisations to ensure that every offender has somewhere to live and has all the basic requirements needed to live a normal life, and that those offenders who have special needs can use sheltered accommodation;

- in acting as major employers and service providers and in ensuring equal opportunities for people from an offending background;

- in promoting partnership between prison and the local community;

- in providing, or helping others to provide, employment opportunities for offenders, including measures for providing access and advice towards the labour market, vocational training and education opportunities, direct employment schemes;

- in providing qualified outside staff to offer their services inside prisons.

In order that these objectives be attained:

- it is important to develop effective training adapted to all who may become involved with victims and offenders (police, judges, various social workers, local authority employees, volunteers);

- public authorities and persons with local responsibilities should be encouraged to implement a communication and information policy likely to aid public acceptance of these policies and promote its active participation;

- relevant studies and research should be made available to those persons with local responsibilities in the matter to help them determine policies appropriate to their problems and subsequently evaluate their action.

iii. STATISTICS: DATA BANKS, VICTIMISATION SURVEYS

There is an increased need for information networks, development of statistics, enquiries and studies. Adequate crime prediction ensuring that a crime prevention policy is well targeted, calls for a thorough knowledge of the facts, to identify the major crime trends prevailing in the city.

If policies are to succeed, it is necessary to provide the public with hard facts about crime and elicit their active involvement at all levels (analysis and understanding of crime, prevention, punishment, rehabilitation, reinforcement of sentences).

Special courses for schoolchildren on the impact of vandalism should be instituted, using a standardised teaching package.

Information schemes could be developed, eg tours and official openings of projects associated with crime prevention, exhibitions, a municipal newsletter, video cassettes.

The files of the International Crime Prevention Information Network in The Hague (members: organisations from Canada, the Federal Republic of Germany, France, the Netherlands, the United Kingdom, the United States of America, Sweden, the World Society of Victimology and the UN-affiliated institute HEUNI in Helsinki) should be made available to local authorities and that local reports be entered. The network should provide for the information to be stored, and, at a later stage should seek to distribute other categories of relevant information on projects, statistical data sets and original reports.

In Europe, population surveys are now widely used, not only to assess the level of criminal victimisation but also to measure the attitudes of the public towards crime and crime policies of various sorts. Such surveys are particularly welcomed in large cities, whose inhabitants, because of fear of crime, in particular amongst those who have been personally victimised by crime, there is a readiness to participate in crime prevention policies.

In order to monitor and evaluate objectively local crime prevention or victim assistance projects, local crime surveys are an indispensable tool. The relevance of local evaluation studies would be greatly enhanced if a set of standardised core questions on experiences and attitudes were to be available and be generally applied.

It is of great importance to conduct a standardised crime survey amongst the urban population of all member countries using the same research methods. Such a survey would, for the first time, yield reliable statistical indicators on the impact of crime and would put the crime problems of the member countries into a European perspective. Such international comparisons would also lead to a better understanding of the social causes of crime, fear of crime and of the effectiveness of national crime policies.

iv. POLICE

In order to achieve maximum results in the prevention of crime all agencies of local authorities must work in contact with the police.

Since uniformed foot patrols are perceived by the public as the best police methods for preventing local crime, their increase is likely to produce improved public co-operation with the police in achieving better crime prevention.

The police must constantly review the development of their resources to meet the changing pattern of crime and the expectations of the public.

Local authorities must play their part in ensuring that the concerns of the public they represent are brought to the attention of the police.

Police should be given the proper level of training to allow them to adapt to the new demands imposed by the increasing levels of uran crime.

Where a multiplicity of police organisations operated within the same area, every effort should be made by the authorities responsible to ensure good co-ordination and to prevent conflict in the role of the various organisations.

As well as having a right to publish, the press can play a major part in reducing the feeling or urban insecurity.

v. THE PHYSICAL URBAN ENVIRONMENT AND INSECURITY

It should be appreciated that although city planning cannot influence the criminal intentions of people, it can play a role in shaping or cutting down the opportunities, eg through better streetlighting, better maintenance and choice of materials to avoid vandalism, better parking areas.

There is a pool of untapped experience available among the agencies concerned with safety, police, fire brigade and social services, which could be utilised by the planning, housing, highway and transport authorities.

An objective of town planning is to produce a stimulating environment where individuality can be expressed, where there is a sense of belonging, and where places are created in which the residents are proud to live.

The process of rehabilitation and urban reneval should ensure the maintenance of valuable social networks, themselves important in safeguarding community viability and stability.

Policies and proposals for urban rehabilitation and reneval should ensure that proposals are not imposed on local people but undertaken in a collaborative way so that proprietary attitudes can be created.

It is an important right of citizens that the whole of their city be safe and secure and that there exist no districts where they are reluctant to enter.

Development proposals should be matched to local needs, culture and traditions in order to respect the unique character of each town.

During the development process of localities, social priorities should be given at least equal weight as economic priorities.

Local government should be made more responsive to the pressures for urban changes and should bear in mind that opportunities to produce safer environments occur at all stages in the development process.

It is important to stimulate the return of inhabitants to the inner city, avoid deserted streets at night, ensure as far as possible in inner cities a mix of functions and avoid grouping minorities, the socially deprived and the already delinquent in one place.

vi. DRUG ABUSE AND INSECURITY

An integrated approach to tackling drug misuse and trafficking should be adopted, at national, regional and local level, covering prevention, treatment, rehabilitation and repression and involving all the official departments and services concerned as well as voluntary groups.

Action to tackle drug misuse should be integrated with employment, social, health, leisure and town planning policies.

Wide-ranging and differentiated prevention projects should be implemented, geared towards young people in general, those at risk and drug addicts.

Municipalities, given the fact that they are particularly well placed to do so, should ensure the necessary co-ordination at local level and mobilise the full potential resources of the community.

It would be useful, in order to help the municipalities assume this role, to organise exchanges of experience, in particular regarding prevention projects and their evaluation, between elected officials, administrators, professional workers and voluntary bodies in different towns.

In each local context, co-operation between specialists and non-specialists should be ensured and developed.

Action undertaken should take account of the needs of some young persons to take risks, as well as proposing role models, avoiding the rejection of the youth by their environment and promoting their progressive social integration.

In many cases it is necessary for municipalities to complete and improve data available to them on the drug misuse situation in their area, making them more relevant, accessible and reliable.

Differentiated police strategies should be implemented to fight small-time and medium-sized drug dealing as well as big-time trafficking.

In order to implement prevention projects, training programmes should be devised, geared towards all those called upon to intervene whether from the statutory or voluntary sectors.

C. CONCLUSIONS

a. Recommendations to national administrations and local authorities

- Member countries should create national and local crime prevention councils to include all levels of government and different institutions responsible for criminal justice (eg political parties, law societies, employers associations, small and medium-sized industries, trade unions, social welfare agencies, etc).
- Research on the causes of urban insecurity and ways and means of reducing it should be pursued and intensified, in particular by setting up a European University Institute for teaching, training and research concerning prevention of delinquency and aid to victims.
- Pilot projects illustrating the six themes of the Conference should be identified and implemented in member countries.
- Measures should be taken to facilitate the action of the European Forum for Urban Security for the promotion of co-operation between local and regional authorities, based in particular on prevention policies.
- A European data bank or network of documentation centres should be established and developed to facilitate the exchange of information on crime prevention, victim assistance and other subjects of common interest, between officials of central and local government, universities and other agencies.
- A standardised set of questions should be prepared for a survey on criminal victimisation, attitudes towards crime and crime policies (in particular crime prevention and victim assistance policies) for use by local and national governments.
- The European Convention on Compensation for Victims of Violent Crime should be notified as soon as possible.

b. Recommendations to the Standing Conference of Local and Regional Authorities of the Council of Europe

- A Conference on urban security should be organised at regular intervals.
- The reports to be presented to the plenary session of the Standing Conference on, respectively, urban insecurity and community development in towns should incorporate the results of the present Conference.
- The Standing Conference should put into operation a study programme on the relationship between the police and local authorities, in order to explore the advantages and disadvantages of their different interrelationships in combatting crime prevention, the success or otherwise of programmes for improving the relationship of the police with the local community, the role of the police with the local community, the role of the police in policies of prevention and that this programme includes a seminar on this subject.

- In respect of policies for offender and victims, the Standing Conference should:

  . set up an enquiry to look at the use of imprisonment across Europe, and consider alternative sentences as well as strategies that local government and local communities can pursue to divert young people from both crime and prison;
  . initiate a detailed study on the cost-effectiveness of prison sentences and to organise a seminar on this subject; and

  . compile evidence of good practice of alternatives to prison sentencing with special reference to the treatment of young offenders in the community.

- In respect of data banks, statistics and victimisation surveys, facilities should be provided for a working group of European experts to prepare and carry out a crime survey in all member countries, using the same research methods and techniques.

- All appropriate means should be used to advance the international exchange of information on crime prevention and victim assistance, such as the International Crime Prevention Information Network (ICPIN) in The Hague.

- The Standing Conference should work together with the Pompidou Group of the Council of Europe on drug abuse problems, in particular on local prevention programmes and their evaluation.

- The Standing Conference should continue to co-operate actively with international governmental organisations working on related subjects, for example, the World Health Organisation and its Healthy Cities Projects.

- Its Committee on Environment and Town Planning should consider work on other aspects of crime prevention in towns in the light of the results as a whole of the present Conference.